S. HRG. 101-423

CARL D. PERKINS VOCATIONAL EDUCATION ACT

HEARING

BEFORE THE

SELECT COMMITTEE ON INDIAN AFFAIRS
UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

ON

S. 496

TO AMEND THE CARL D. PERKINS VOCATIONAL EDUCATION ACT TO ESTABLISH A PROGRAM OF GRANTS FOR VOCATIONAL-TECHNICAL TRAINING AND TO ENCOURAGE TRIBAL ECONOMIC DEVELOPMENT, TO PROVIDE FOR THE DESIGNATION OF THE NATIONAL INDIAN CENTER FOR RESEARCH IN VOCATIONAL-TECHNICAL TRAINING

SEPTEMBER 15, 1989
WASHINGTON, DC

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CARL D. PERKINS VOCATIONAL EDUCATION ACT

FRIDAY, SEPTEMBER 15, 1989

U.S. SENATE,
SELECT COMMITTEE ON INDIAN AFFAIRS,
Washington, DC.

The committee met, pursuant to notice, at 9:53 a.m., in room 562, Dirksen Senate Office Building, Hon. Tom Daschle (acting chairman of the committee) presiding.

Present: Senators Daschle, Burdick, and Conrad.

STATEMENT OF HON. THOMAS A. DASCHLE, U.S. SENATOR FROM SOUTH DAKOTA

Senator DASCHLE. The hearing will come to order.

I understand that several other Senators may be on their way. We had a markup in another building this morning, and that markup has not been completed, but I understand that we have their permission to proceed with the hearing this morning.

The hearing will largely focus on S. 496, a bill to amend the Carl D. Perkins Vocational Education Act to establish a program of grants for vocational and technical training and to encourage tribal economic development to provide for the designation of the National Indian Center for Research and Vocational-Technical Training and for other purposes.

[Text of S. 496 follows:]

101st CONGRESS
1st Session

S. 496

To amend the Carl D. Perkins Vocational Education Act to establish a program of grants for vocational-technical training and to encourage tribal economic development, to provide for the designation of the National Indian Center for Research in Vocational-Technical Training, and for other purposes.

IN THE SENATE OF THE UNITED STATES

March 2 (legislative day, January 3), 1989

Mr. Bingaman (for himself, Mr. Domenici, Mr. Inouye, Mr. Burdick, and Mr. Conrad) introduced the following bill; which was read twice and referred to the Select Committee on Indian Affairs

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A BILL

To amend the Carl D. Perkins Vocational Education Act to establish a program of grants for vocational-technical training and to encourage tribal economic development, to provide for the designation of the National Indian Center for Research in Vocational-Technical Training, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. VOCATIONAL EDUCATION ASSISTANCE TO INDIANS AND HAWAIIAN NATIVES.

(a) Allotment.—Section 101(a)(1)(B) of the Carl D. Perkins Vocational Education Act (hereafter in this Act referred to as the "Act") (20 U.S.C. 2301 et seq.) is amended to read as follows:

"(B) 3 percent for the purpose of carrying out section 103, of which—

"(i) 1¼ percent shall be for the purpose of carrying out section 103(b)(1);

"(ii) ½ percent shall be for the purpose of carrying out section 103(b)(2);

"(iii) ¾ percent shall be for the purpose of carrying out section 103(b)(3);

"(iv) ¼ percent shall be for the purpose of carrying out section 103(c); and

"(v) ¼ percent shall be for the purpose of carrying out section 103(d).".

(b) INDIAN AND HAWAIIAN NATIVES PROGRAMS.—Section 103 is amended—

(1) in subsection (b)—

(A) in paragraph (1)—

(i) by inserting "(A)" after "(b)(1)"; and

(ii) by adding at the end of subparagraph (A) (as redesignated by subparagraph (A) of this paragraph) the following new sentences: "The Secretary may not place upon grants made or contracts entered into under this paragraph any restrictions relating to rates of placement of students or adults served other than restrictions which apply to grants made to or contracts entered into with States under section 101. The Secretary, in making grants under this paragraph, shall give special consideration to grants which involve, coordinate with, or encourage tribal economic development plans.";

(B) by redesignating paragraph (2) as subparagraph (B);

(C) by inserting after paragraph (1) the following new paragraph:

"(2) MATCHING GRANTS.—(A) Subject to subparagraph (B), from the funds reserved pursuant to section 101(a)(1)(B)(ii), the Secretary shall enter into contracts with Indian tribes described in paragraph (1) under the same terms and conditions as apply to contracts under paragraph (1).

"(B) Contracts entered into under this paragraph shall be for ½ of the cost of projects to carry out programs and activities authorized by this Act and shall require the Indian tribe or tribal organization to provide ½ of the cost of the project. The Indian tribe or tribal organization may provide its share of the cost of the project—

"(i) in cash or in kind; and

"(ii) from Federal sources other than funds made available under this Act;

(D) by redesignating paragraphs (3) and (4) as paragraphs (4) and (5), respectively; and

(E) by inserting after paragraph (2) (as added by paragraph (2) of this subsection) the following new paragraph:

"(3) NATIONAL POSTSECONDARY INDIAN VOCATIONAL-TECHNICAL TRAINING PROGRAMS.—(A)(i) From funds reserved under section 101(a)(1)(B)(iii) in any fiscal year, the Secretary shall first reserve not less than $1,500,000 for purposes of making grants to the Crownpoint Institute of Technology, located in Crown Point, New Mexico, and next shall reserve not less than $2,100,000 for purposes of making grants to the United Tribes Technical College, located in Bismarck, North Dakota. Grants made under the preceding sentence shall be for vocational-technical training and related activities, and shall be subject to such terms and conditions as the Secretary may reasonably require relative to satisfactory performance (other than the restrictions prohibited under paragraph (1)).

"(ii) The Secretary shall, for the fiscal year 1991 and each succeeding fiscal year, adjust for inflation the amounts reserved by the Secretary under clause (i). The Secretary shall calculate the adjustment required by the preceding sentence based on the percentage change in the price index published by the Secretary of Labor in the Federal Register as required by section 100(c)(1) of the Rehabilitation Act of 1973.

"(B) From any funds reserved under section 101(a)(1)(B)(iii) in any fiscal year that remain after reservations are made under subparagraph (A)(i), the Secretary shall first make grants to institutions of higher education that are eligible for assistance under the Tribally Controlled Community College Assistance Act of 1978, for purposes of encouraging the development of programs relating to and involving tribal economic development. If no such institution of higher education submits an application under the preceding sentence, the Secretary may approve a single application from the American Indian Higher Education Consortium for such purposes.

"(C) In any fiscal year in which funds remain available under this paragraph after all acceptable applicants have received grants, the Secretary shall use such remaining funds for the purposes of carrying out section 103(b)(1).

"(D) Nothing in this paragraph shall be interpreted as effecting or limiting the ability or eligibility of any entity to whom this paragraph applies to apply for, or receive assistance from, any other source, including Federal assistance other than assistance under this title."; and

(2) by inserting after subsection (b) the following new subsection (c):

"(c) BUREAU OF INDIAN AFFAIRS SCHOOLS PROGRAMS.—

"(1) GENERAL AUTHORITY.—Subject to the provisions of paragraph (2), the Secretary of Education shall transfer to the Secretary of the Interior funds reserved under section 101(a)(1)(B)(iv) to be expended for activities consistent with the purposes of this Act (other than construction or alteration of facilities) for the benefit of secondary school students attending Bureau funded schools.

"(2) MATCHING REQUIREMENT.—The Secretary of the Interior shall provide for purposes of the activities described in paragraph (1), for each fiscal year, an amount equal to the amount of funds transferred under paragraph (1), and shall administer all amounts so transferred or provided as a single fund. During each fiscal year, the Secretary of the Interior shall expend (in addition to amounts provided under the preceding sentence) for vocational education, technical training, adult vocational programs, career awareness programs, or any related programs, services, or activities administered directly, or through grant or contract, by the Bureau of Indian Affairs, an amount equal to no less than the amount expended by the Secretary of the Interior for such education, programs, services, and activities during the previous fiscal year.

"(3) RESERVATIONS.—If the Secretary of the Interior is unable to fulfill the requirements of paragraph (2), the Secretary of Education shall use any funds reserved under section 101(a)(1)(B)(iv) for purposes of carrying out subsection (b)(1).".

(c) DEFINITIONS.—Section 521 of the Act is amended by adding at the end the following new paragraph:

"(33) The term 'Bureau funded school' has the meaning provided in section 1139(3) of the Education Amendments of 1978.".

SEC. 2. NATIONAL PROGRAMS.

Part A of title IV of the Act is amended by adding at the end the following new section:

"SEC. 405. NATIONAL INDIAN CENTER FOR RESEARCH IN VOCATIONAL-TECHNICAL TRAINING.

"(a) GENERAL AUTHORITY.—

"(1) OPERATION OF CENTER.—The National Indian Center for Research in Vocational-Technical Training (hereafter in this section referred to as the 'National Indian Center') established pursuant to this Act shall continue to be operated with funds made available under this Act.

"(2) ANNUAL GRANT FOR OPERATION.—The Secretary shall provide support for the National Indian Center through an annual grant for its operation of not less than $500,000 per fiscal year. The National Indian Center shall be a nonprofit entity associated with a tribe or a tribal organization. The Secretary shall, on the basis of applications received, designate the entity to be the National Indian Center for a period of 5 years, acting upon the advice of a panel composed of individuals appointed by the Secretary who are not Federal employees and who are nationally recognized as experts in vocational-technical education training, administration, or research. A recipient of a grant under this subsection may apply for later grants under this subsection. In reviewing applications for grants under this subsection, the Secretary shall consider, but may not require, past experience, demonstrated commitment (in terms of programs and fiscal resources) to past vocational-technical activities and potential for future commitment to the support of the National Indian Center.

"(3) DIRECTOR.—The National Indian Center shall have a Director, appointed by the entity to which the grant is made under this subsection. Such entity shall assure that the activities of the National Indian

Center equitably consider and involve the national and regional needs of all federally recognized tribes. The Secretary shall establish procedures to ensure that activities conducted under the grant will support, investigate, and fulfill national needs or goals.

"(b) PURPOSES.—The National Indian Center shall have as its primary purposes the design and conduct of research and developmental projects and programs, including longitudinal studies, which extend over a period of years, and such supplementary and short-term studies as the Director may choose to conduct consistent with the purposes of this Act. Such projects, programs, and activities shall be conducted by the National Indian Center directly and through subcontracts (subject to the availability of appropriations therefor) with tribes or tribal organizations, public agencies, and public or private secondary schools or institutions of higher education. The National Indian Center shall—

"(1) conduct applied research and development on—

"(A) the constructive involvement of the private sector, including private and institutional entrepreneurship, in vocational-technical training for American Indians and Alaska Natives;

"(B) effective methods for providing quality vocational-technical training to American Indians and Alaska Natives, including youths and young adults, handicapped individuals, individuals who are single parents or homemakers, individuals of limited English proficiency, and individuals who are incarcerated in correctional institutions;

"(C) successful methods for reinforcing and enhancing basic academic skills in vocational settings;

"(D) the development of curriculum materials and instructional methods relating to new and emerging technologies, and assessments of the nature of change in the workplace and its effect on individual jobs, specifically as such change relates to tribal or reservation settings and resources, particularly with respect to tribal economic development; and

"(E) the identification of institutional, social, and cultural characteristics which improve the preparation of youths and adults for employment;

"(2) conduct research into the relationship between training and tribal or reservation economic development, particularly with respect to the creation of, and full utilization of, employment opportunities;

"(3) provide leadership development through an advanced study center and inservice education activities for tribal and local leaders in vocational-technical education;

"(4) disseminate the results of the research and development projects funded by the National Indian Center;

"(5) develop and provide information to facilitate the formulation of national planning and policy for Indian tribes and their economic development through vocational-technical training;

"(6) provide technical assistance to programs serving American Indians and Alaska Natives;

"(7) act as a clearinghouse for information on—

"(A) contracts entered into and grants made by States which are intended to, or may, provide services to American Indians and Alaska Natives; and

"(B) contracts entered into and grants made by the Secretary under section 103;

"(8) work with tribes, tribal organizations, the Bureau of Indian Affairs, secondary schools that receive funding from the Bureau of Indian Affairs, States, local educational agencies, and other public agencies in developing methods of planning and evaluating programs, including the followup studies of individuals who complete the program so that such entities can offer vocational-technical education programs which are more closely related to the types of jobs available or to become available in their reservations, communities, States, and regions; and

"(9) after consultation with the National Commission for Employment Policy, report annually to the Congress, the Secretary of Education, the Secretary of Labor, and the Secretary of the Interior on the extent, efficiency, and effectiveness of planning and coordination under this Act, the Job Training Partnership Act, and all other Federal programs providing vocational-technical education and economic development-related services to American Indians and Alaska Natives.".

SEC. 3. EFFECTIVE DATE.

The amendments made by this Act shall take effect on October 1, 1990.

○

Senator **Daschle**. We have an excellent set of panels this morning. Prior to the time we call the panels forward, at this time the Chair would call the Senator from New Mexico, Jeff Bingaman, for his opening remarks and comments that he'd like to make on this bill.

Jeff, we are delighted you could be with us this morning and encourage you to proceed as you see fit.

STATEMENT OF HON. JEFF BINGAMAN, US SENATOR FROM NEW MEXICO

Senator **Bingaman**. Thank you, Mr. Chairman.

First, I would like to thank you and the rest of the members of the Select Committee on Indian Affairs for all of the good work you do for Native Americans and the commitment that this select committee has shown. I think it is something that all of us in the Senate admire very much.

I know that there are a great many issues of concern to Native Americans. I'm convinced that none are more important than the issue we are talking about here today, which is education.

The bill that we have introduced, S. 496, was introduced—I introduced it with co-sponsors, of course, the Chairman of the Select Committee on Indian Affairs, Senator Inouye. Senators Domenici, Conrad, and Burdick are also co-sponsors.

As you pointed out, it amends the Carl Perkins Vocational Education Act, which is currently being considered in the Labor and Human Resources Committee. The importance of this particular piece of legislation, S. 496, I think is clear when you look at the lack of educational opportunity that has been available to Native Americans. I see that in my State very directly.

The Navajo Nation, which is the largest tribe, and which is both in Arizona and New Mexico, has a very severe problem of unemployment. The estimate is that the unemployment rate exceeds 40 percent on the reservation.

Last year, the estimate was that more than 10 percent of the Native American teenagers enrolled in public schools dropped out in the 1 year. During the last several years the State dropout rate has been the highest among the Native American students. And the Native American college entrance rate is extremely low. So the problem is severe.

This legislation is important in that it will establish, as you pointed out, a national American Indian Center for Research and Vocational-Technical Training. This would be designed to help tribes and tribal institutions formulate their economic development policies and strategies and develop the educational and training programs needed to carry those out.

Also, the legislation would provide a stable basic funding source for the two institutions nationwide that are committed solely to accomplishing this objective; that is, providing quality vocational educational opportunity for Indian students.

The two institutions, of course, are the Crownpoint Institute of Technology in Crownpoint, NM, and the United Tribes Technical College in Bismarck, ND. These are good schools. They have important training programs that are in great demand. They train in accounting and computer technology and health care, masonry, carpentry, and mechanics. These are all areas where there is clearly a job market.

They are schools that operate on very meager budgets. I visited the campus several times at Crownpoint. These campuses have been built largely by the Federal Government, but without Federal authorizing statutes the funding sources have not been stable.

The problems that they must grapple with are many, but I think that chief among them is that they don't have a dependable funding source. Long-range planning is very difficult when they cannot look from year to year or see some assurance that funds will be there to continue the important work they're doing.

In spite of these very adverse factors, I think the schools have succeeded. Crownpoint Institute of Technology began in 1979. It has been in existence a decade. It has graduated more than 1,200 skilled workers for the Nation's work force, and nearly all of these graduates were unemployed without job skills when they first enrolled at Crownpoint. Now they have the education and training needed to be productive members of society, and the vast majority of them are in the work force.

I know that you have two panels of distinguished witnesses. I will not be able to stay for all of their testimony. I want to particularly point out that Mr. James Tutt, who is president of the Crownpoint Institute of Technology, is here to testify on behalf of the school and the needs that they see and the importance of this legislation to them.

Again, I thank the committee for allowing me to testify and for all of the support that you've shown for this legislation and all of the various pieces of legislation that are helpful to the Native American community.

If you have any questions, Senator Burdick, I would be anxious to respond. Otherwise, I will go about my work and let you get on with those who are more knowledgeable about some of the details of these programs.

[Prepared statement of Senator Bingaman appears in appendix.]

Senator DASCHLE. Jeff, to the extent that we have seen the success of Crownpoint in New Mexico, would you consider Crownpoint to be a prototype for the rest of the country, first of all? Second, how many Crownpoints do you find around the country right now?

Senator BINGAMAN. Well, as I indicated, there are really just two schools that I am aware of nationally that devote themselves exclusively to vocational training for Native Americans.

Senator DASCHLE. I didn't understand that. There are only two?

Senator BINGAMAN. There is the one in Bismarck.

Senator DASCHLE. I thought you meant they were two of the outstanding ones, but you say there are only two across the whole country?

Senator BINGAMAN. There are only two that devote themselves exclusively to that purpose, and the one is in Bismarck, ND, and then the one in Crownpoint. I think we need to try to get the two institutions on a stable funding basis and allow them to develop their programs and their enrollment and monitor their success. I think Crownpoint has had some good success, particularly considering the adverse factors they have had to deal with. But we have such a problem of unemployment, such a problem of lack of employable, demanded skills in the work force on the Navajo Reservation that this, I think, is beginning to make an impact on that and deal with it. So I think this is vitally important.

I know we spend a lot of time around here talking about supercolliders and international communications networks for high speed transmission of data. The reality is: For most people in our country, basic vocational education is their key to a better life and a better career and a better job, and many of the people in our State—particularly Native Americans, I think—feel that very strongly. This is the kind of area I think we need to go ahead and give attention to and not overlook.

Senator DASCHLE. What level of funding do you think would be adequate in the early years of this program? And, of the four set-asides that you propose, do you have any priority among the four? Is there one that would be more suitable to others?

Senator BINGAMAN. I would have to defer to the witnesses on your later panels to really specify the level of funding and the priorities within that. I think what we are trying to do here with this legislation is to authorize a continued source of funding so that we don't have to come in on an ad hoc basis trying to get a little money for this project or for that project or for continued operation of the institution.

In the 6 years that I have been here in the Senate, this being the 7th year, there have been many times that the leadership of Crownpoint has come to me, as one member of the New Mexico delegation, because of the severe financial circumstances they found themselves in. We'd like to get beyond that and get to where they had an assured level that was adequate, and I think that with this authorizing legislation we can do that. But for the exact levels that are appropriate, you'll need to ask the other witnesses.

Senator DASCHLE. Senator Burdick, do you have any questions?

Senator BURDICK. I am trying to think of a question for this fellow.

Senator BINGAMAN. I am sure you could think of many that I could not answer, Senator. But you are a co-sponsor of this legislation, and we appreciate that very much.

Senator BURDICK. I appreciate you coming here today and look forward to working with you in the weeks to come. Thank you for your contribution.

Senator BINGAMAN. Thank you.

Senator DASCHLE. Jeff, one last question. Your bill does not address which department might administer the program. Would you have a preference between Interior or Education?

Senator BINGAMAN. I think there have been some real problems in the administration of funding through the Interior Department—and the BIA, in particular. And, of course, the Department of Education has had its own set of problems in recent years.

I would hope that the Department of Education now, with the new emphasis that this Administration is at least voicing with regard to education, I would hope that the Department of Education might be a better avenue for administration of it. But, again, maybe some of the later witnesses would have other thoughts on that.

Senator DASCHLE. Well, we certainly want to thank you for giving your time and setting the tone for this hearing this morning, and applaud you for your effort in introducing the bill. I strongly endorse its concept. I look forward to working with you on it, and I appreciate your time this morning. Thank you, Jeff.

Senator BINGAMAN. Thank you again.

Senator DASCHLE. Our first panel is comprised of: Gerald Monette, the Former President of the American Indian Higher Education Consortium and the President of Turtle Mountain Community College in Belcourt, ND; Russell Hawkins—someone I know very well—the Chairman of the Board of the United Tribes Technical College, Bismarck, ND, and Chairman of the Sisseton-Wahpeton Tribal Council in Sisseton, SD; David Gipp, the President of the United Tribes Technical College in Bismarck; James Tutt, the President of Crownpoint Institute of Technology in Crownpoint, NM; and Jo Jo Hunt, the Executive Director of the National Advisory Council on Indian Education here in Washington.

If those people could come forward at this point, we will take their testimony.

Panel members, we are pleased to welcome you to the committee this morning. This is a very prestigious group of people who have worked in the area of education for many, years, some of whom I know for their contributions to education. I have looked forward to hearing your testimony this morning, and I would suggest that we begin with Ms. Hunt and move from my left to right.

Ms. Hunt, we are pleased to have you and invite you to proceed as you see fit.

STATEMENT OF JO JO HUNT, EXECUTIVE DIRECTOR, NATIONAL ADVISORY COUNCIL ON INDIAN EDUCATION, WASHINGTON, DC

Ms. HUNT. Thank you, Mr. Chairman.

I actually was expecting it to go the other way because I, too, defer to this panel of experts. They are out in the field working in the area of vocational-technical education. We, at the Advisory Council on Indian Education, are delighted, though, to be here with you today. As you may know, the national advisory councils are not able to comment on legislation—we are precluded under the regulations—unless we are asked by Congress. So we are, indeed, delighted to be here.

We are very pleased with a lot of the work that we see coming out of the Congress, particularly with respect to Indian education issues.

I previously have worked for this committee back in the 96th and 97th Congresses. I handled Indian education. I am familiar with some of the procedures here. And I am particularly glad to be in a position here today to speak to some of the issues not having a technical background, if you will, in vocational education, but giving some general information to you from a national perspective.

I bring you greetings from the chairman of the council, Mr. Omar Lane, and from the other members of the National Advisory Council on Indian Education.

I will not go through all of my testimony—you have the written testimony in front of you—but I will attempt to summarize and deal with some of the pertinent points to allow the necessary time for the experts here at the table with me.

The National Advisory Council on Indian Education has been around for a number of years, having first been authorized in title IV of the education amendments of 1972. The Council was first established in 1973 and has a really broad charge to look, we believe, at all of Indian education, from early childhood to adult education, higher education, and vocational-technical education. That, indeed, is a broad charge when you have at the Department of Education a number of other advisory committees or councils or commissions that deal with one subject area. So we are very busy, indeed, if we are to cover all of that area.

In doing so, first of all we feel that we ought to figure out where we are. We certainly have some general observations. We have comments of Indian people. But I have found, since being at the Council since December of last year, that it is difficult to find hard data, hard statistical information, at the Department of Education on Indian education—and that's not just Indian vocational education, but all of it. So our council, in our most recently distributed annual report—although it is not printed yet for wide distribution, but I believe it has come up to the Congress—in anticipation of producing that annual report, we've tried to pull together some statistics on Indian education, in general.

There has recently been a national assessment on vocational education. This is a 5-volume study. There is very little about Native American, American Indian, Alaska Native vocational education issues.

Our council has not had computer capabilities. We still do not have computer capabilities. But with some help from friends, and with a lot of urging by the Council and myself, we will be getting those capabilities shortly. We expect to be able, through initially a telephone link and later a land link, to access the mainframe Department of Education computer and to pull out of that whatever data is there and to do the statistical analysis. However, we do not know what's there. It may not be there. And we may need to ask the Congress or have our friends ask the Congress to deal with that fact so that we can start to collect some of the kinds of information that is needed.

Now, as you know, the Office of Management and Budget, with the paperwork reduction provisions, would be opposed, more than likely, to some of the additional kinds of requests for information that are needed. But it is my opinion and that of the Council that if entities are getting funds to provide educational services, then we ought to be able to get the information back as to how many people are being served, what kinds of things are being done, and so on and so forth.

I am told by a number of project directors that they, indeed, send that kind of information in. Yet, it seems to stay somewhere in the Department of Education and is not particularly available. So that is one of the thrusts of the Advisory Council, and it would include information on vocational education because we are firm believers that we need to know where we are and where we have come from so that we can plan for the future.

Particularly with respect to vocational education, we now have a situation where there is an Indian set-aside under the Carl Perkins Act. This more than likely was put into place because Indians were not being served under the State-administered program. Now, with the set-aside I believe there are about 50 projects funded in fiscal year 1988 to the tune of $10 million-plus. The exact figure is in the testimony.

In addition, we have the Southwestern Indian Polytechnical Institute that is operated by the BIA serving about 450 students or so and funded at around $3 million, for a total all together of some $14 million in fiscal year 1988 for Indian vocational education. Now, that is specifically for Indians.

However, this funding in the State-administered programs, in many cases we've gotten complaints from Indian people that often State services from State-administered Federal programs come up to the reservation border and stop. Well, Indian people are citizens, too, and we have to find some way to impact the State-administered program.

In addition, another reason for doing so is that the set-aside program is for Federally recognized tribes and organizations affiliated with those tribes. Not all Federally recognized tribes can be served under the set-aside, so we only have a portion of the Federally recognized tribes being served.

We have about one-half of the Indian population—or more—off the reservation, either in urban settings or members of non-Federally recognized and a few terminated tribes that have not been restored to Federal status. So we have a population that needs to be served under the State-administered program, so that is another reason to try to figure out some way to assure that Indians are served there.

Senator DASCHLE. Ms. Hunt, in order to accommodate all of our panelists, maybe I could get you to summarize.

Ms. HUNT. Sure.

Senator DASCHLE. I emphasize, of course, that the entire text of your statement will be submitted for the hearing record.

Ms. HUNT. Of course. We generally support S. 496; however, a couple of comments I would like to make.

There is one provision that the BIA and tribal schools are to be served if there is a match coming from the Bureau. The Bureau does not have a very good record in coming up with matching funds. The money will go back into the general program under the set-aside and tribally-controlled schools could apply there, and that is fine. But one problem that we are running into is that tribal schools are often knocked out of Federal education programs because they are not included in the definition of local educational agency.

We have a problem right now with the Even Start Program. I would hope that this committee, in conjunction with other committees of the Congress, particularly Labor and Human Resources on this side, could deal with that issue so that these schools can bring to their people what public school districts can bring to theirs from the Federal Government.

The one last thing that I particularly want to mention is relevant to this hearing because it deals with the White House Conference on Indian education that will look at all of Indian education, we hope, including vocational education.

There are a couple of technical amendments that need to be made to that that are outlined in the testimony. I am not sure that this bill is the vehicle to do so, but I wish that the committee would take a look at the recommendations in my written testimony and find the vehicle for those amendments to be legislation authorizing the White House Conference.

One of special importance, indeed, is that we need to push back the authorization for appropriations to cover fiscal year 1991 since the conference can be called as late as the last day of that fiscal year.

I thank you very much for your time. I will be happy to answer any questions at any time. I am here in town, so I will, indeed, stay in touch with the staff. Thank you.

Senator **DASCHLE**. Thank you, Ms. Hunt, for an excellent statement. Obviously you have given it a great deal of thought, and we appreciate your contribution this morning.

[Prepared statement of Ms. Hunt appears in appendix.]

Senator **DASCHLE**. As we said, we will move from my left to right, and we'll take our next witness.

Mr. **GIPP**. Mr. Chairman, Senator Conrad, Senator Burdick, my name is—

Senator **BURDICK**. Excuse me.

Senator **DASCHLE**. Yes.

Senator **BURDICK**. I would like to particularly welcome my friend from North Dakota. David Gipp has been a leader all these years and a fighter for the Indian rights, and particularly education. It is a great pleasure for me to welcome you to this committee.

Senator **DASCHLE**. I might also indicate, as everyone can see, that we have both of our North Dakota Senators here. To my left is Senator Kent Conrad, and I would ask Senator Conrad whether he would have any opening comments he would like to make or any introductory remarks with regard to Mr. Gipp.

Senator **CONRAD**. Thank you, Mr. Chairman.

I would like to echo the welcome of my senior colleague from North Dakota, Senator Burdick. Dave Gipp has been, indeed, a leader in our State.

As you know, Mr. Chairman, this legislation is exceptionally important to the institution which he leads, United Tribes Technical College, because this bill authorizes a permanent funding source for United Tribes, as well as Crownpoint Institute of Technology. Dave Gipp has been a very strong leader and spokesman for this cause not only in our State, but across the country, as well. And so it is a special welcome that we would extend to Dave. We thank him and publicly commend him for the leadership that he has demonstrated.

Mr. **GIPP**. Thank you, Senators.

Senator **DASCHLE**. You cannot do any better than that, Mr. Gipp.

Mr. **GIPP**. Thank you, Mr. Chairman.

Senator **DASCHLE**. We welcome you and invite you to proceed with your testimony at this time.

STATEMENT OF DAVID GIPP, PRESIDENT, UNITED TRIBES TECHNICAL COLLEGE, BISMARCK, ND

Mr. **Gipp**. Actually, Mr. Chairman, I would be available to answer more of the technical questions and some of the background remarks. At this point I would like to defer to the chairman of our board, whom you know quite well, the chairman of the Sisseton-Wahpeton Sioux Tribe, from the State of South Dakota, but also part of our North Dakota Tribes, and, as such, has chaired the United Tribes Technical College Board in the North Dakota Tribes for the past 7 years as chairman of that board. So I would defer to him on the formal testimony of United Tribes at this point and be available for background.

Senator **Daschle**. Very well. Russell Hawkins is someone who is well known in the State of South Dakota, obviously, as the chairman of the Sisseton-Wahpeton Tribal Council in Sisseton, but also in his role as chairman of the board of United Tribes Technical College. He has been a man that has devoted an extraordinary amount of his effort professionally to the improvement of educational opportunity for Indian people, and we have worked closely with him and applauded his efforts in every respect and are delighted he could be with us this morning.

Russell, I encourage you to proceed as you see fit.

STATEMENT OF RUSSELL HAWKINS, CHAIRMAN OF THE BOARD, UNITED TRIBES TECHNICAL COLLEGE, BISMARCK, ND; CHAIRMAN, SISSETON-WAHPETON SIOUX TRIBAL COUNCIL, SISSETON, SD

Mr. **Hawkins**. Thank you, Senators. Certainly, Senator Daschle, I am honored and humbled to be before such a body. Senator Burdick is certainly no stranger. We missed him at the United Tribes pow-wow this past several weeks, but it was a cold pow-wow. And certainly Senator Conrad is no stranger to United Tribes, either, with his visits there and his concern.

I think we are both fortunate in North Dakota and South Dakota to have so many Senators so concerned and so committed to the tribal populations within both States. It is just so inspirational when we look at it from a tribe's vantage point. Of course, we see the populations in California and New York and a number of Congressmen there, but in the area of the Senate we certainly have a very powerful and capable group of Senators advocating for us. With this, it serves as encouragement to us, despite our enormous problems that we face as tribal people.

As the Aberdeen Area vice chairman, I think that I can speak for the concerns of those tribes that are in Iowa, Nebraska, North Dakota, and South Dakota, inasmuch as education is a very high priority.

At the Sisseton-Wahpeton Sioux Tribe, we have education as the number one priority, and this is well placed.

In face of the events of 80 percent unemployment, the Aberdeen area—which, of course, the Senators represent—has the highest infant mortality rate in the entire Nation. It has the shortest life expectancy rate in the Nation. As Indian populations, we have 5.7 times the diabetes rate of the national average.

Yet, in spite of these glaring and alarming statistics, we have placed education as the number one priority, and we have done that because we have the philosophy that through education we can identify our problems and we can solve our problems.

When we look at various societies where we see there are educated people, educated society, a skilled society, a trained society, we see a society that is prospering and flourishing, and that is why we have placed education as our number one priority when we have so many serious problems.

Again, I am so encouraged to see the Senators taking such a strong stand in the area of education, and I am so proud of the North Dakota and South Dakota Senators that we have.

As earlier indicated, we have Dave Gipp here, who has been doing an excellent job in North Dakota as Executive Director for UTTC. In addition, he is a nationally recognized leader in the area of education, and certainly is available for those technical questions that may come.

I am going to paraphrase the testimony, but there are two things that I feel are very important today, and one is a permanent legislation for authorization of United Tribes in Bismarck. Permanent legislative authorization for UTTC is rooted in experience. Since its inception, UTTC has had to struggle for its existence while it has carried out its mission.

The college is a unique institution. It is campus based and represents efforts by Federally-recognized tribes to provide the kinds of skilled manpower needed to attain the economic and cultural independence.

It is important to note that the board of directors are made up of elected tribal officials. And, again, the board is made up of three affiliated tribes—Turtle Mountain Band of Chippewa, Devils Lake Sioux Tribe, Standing Rock, and Sisseton-Wahpeton. So we are unique inasmuch as the elected officials sit on the board and are very sensitive to the needs of the tribal members. We serve so many different tribes that it is not unusual to have 26 or 30 different tribes represented in our student body, primarily from the plains, with many from South Dakota as well as North Dakota.

The institution has never had adequate or consistent support through either the Vocational Education Act or such agencies as the BIA. It is not recognized by Congress in any special act as the tribally-controlled community colleges are.

The second point that I would like to emphasize is the increase in the set side in funds for American Indians. An increase in the set-aside from 1.25 percent to 2.75 percent for American Indians and to 3 percent when Native Hawaiians are included is based on a study titled "National Indian Vocational Education Needs Analysis" conducted in 1988 and 1989 by the Ad Hoc Committee for Indian Vocational Education.

Mr. Chairman, we would like this part of the study to be in the printed record. It shows strong evidence of unmet needs in vocational education among the national Indian population.

Senator DASCHLE. Without objection, it will be part of the record.

[Study entitled "National Indian Vocational Education Needs Analysis" appears with Mr. Hawkins prepared statement in appendix.]

Mr. Hawkins. Economic development will remain a high priority, since the Indian population is young and will grow. In fact, if you look at the statistics, I think it is safe to say that tribal people are one of the fastest growing minorities in the United States. And I know both North Dakota and South Dakota are about zero in growth rate in terms of real population, but the tribal communities are really picking up. So it is going to become a greater need in the years to come, and I think it is important to note that.

We view the set-aside as being critical. It is possible because, unlike other interest groups or populations, tribal governments have unique legal status. It goes back to the famous Cherokee cases with Chief Justice John Marshall, *Wooster* .. *Georgia, the Cherokee Nation* v. *Georgia.* And so the tribes have that very unique relationship with the Federal Government. As Chief Justice Marshall said in the 1830's, it is "perhaps unlike that of any relationship in existence today."

Because of the status, States do not often recognize the needs of Indian tribes in their plans. Sometimes these actions preclude tribal efforts at obtaining Federal or State vocational funding. An example exists in the fact that State supported vocational centers are largely supported through Carl Perkins funds but rarely do such funds and resources reach the tribes or their entities. Appropriated funds from States to tribes or tribal entities are virtually non-existent.

One emphasis that I would like to put on UTTC is that the institution caters to the family. As we had stated earlier, the board is comprised of elected tribal officials from the North Dakota and South Dakota tribes. One thing that we are very much aware of is that we are not the norm in terms of the stereotyped student.

Many of our students are one-parent families with several dependents, and there has to be extra services available if they are going to succeed in their educational ventures. That means there has to be a good day care center. A mother cannot be worried about where the child is while she is in school, and the typical parent is a 22-year-old mother with two dependents. We have to have a day care there. We have playgrounds there. When you go through the campus at UTTC you will notice excellent playground facilities. You will notice the day care. We have kindergarten and grade school available. We also have the IBM-25 computers available for the little children so that they get introduced to these computers and to technology at an early age. There is a lot of emphasis on the family.

On most campuses you go you will just see dormitories, but here we see family units—homes available for the husband and the wife, the children. These are some of the things that make UTTC a little bit different. It has got different needs, and the needs are great based on the unemployment we have, the lack of education, and the unemployment rates we have on the reservation. So I would like to make that distinction with UTTC.

United Tribes operates on a budget from the BIA, but many times UTTC is subject to arbitrary cuts by the BIA. For example, this past year the Bureau attempted to cut UTTC $460,000. Fortunately, there was tremendous support from both the House and the Senate and that money was restored. But it is this type of thing that happens that makes for planning and administration and implementation of the programs very precarious. It is just that dangling ax that we do not know if it is going to fall in a significant amount of funding or not. So there is a very real need for that permanent funding that we can bank on, that we are not going to be subjected to the Bureau's arbitrary cuts, et cetra.

There are more statistics available in terms of dollars and percentage rates that will be submitted as part of the written testimony.

Senator DASCHLE. We appreciate that. The entire text of your statement will be made a part of the record.

Mr. HAWKINS. With that, I would like to just conclude by stating that three resolutions have been presented in support of this legislation. The resolutions of support have come from the Sisseton-Wahpeton Sioux Tribe, the Standing Rock Sioux Tribe—which, of course, Dave is a member of--and Turtle Mountain's Band of Chippewas—Mr. Monette, here.

Senator DASCHLE. Did you bring those resolutions with you?

Mr. HAWKINS. Yes; we have.

Senator DASCHLE. Without objection, those resolutions will also be made part of the hearing record.

[Resolutions appear with Mr. Hawkins prepared statement in appendix.]

Mr. HAWKINS. Thank you.

Two resolutions are forthcoming. We have been informed that Devils Lake will be sending one, and also three affiliated tribes from North Dakota. So those two will be forthcoming.

Again, I would like to conclude by just thanking the Senators from North and South Dakota for the tremendous job you're doing, the tremendous work you're doing in the area of education with the tribes. It is very inspiring to see this kind of support from a tribal vantage point.

With that, I want to thank you.

Senator DASCHLE. Thank you, Russ.

[Prepared statement of Mr. Hawkins appears in appendix.]

Senator DASCHLE. Our next witness is Gerald Monette. As I indicated, he is the former president of the American Indian Higher Education Consortium.

Mr. Monette, we are delighted to have you with us. We would invite you to present your testimony at this time.

Senator CONRAD. Mr. Chairman, if I might—

Senator DASCHLE. Senator Conrad.

Senator CONRAD. Cardy is a special friend, and I would like to welcome him to the committee.

I had the chance to be the graduation speaker at Turtle Mountain Community College, and it was an impressive event. Graduate after graduate expressed the pride and sense of accomplishment that they had developed as a result of their educational opportunity, and you could not help but be impressed being there and listening to the testimony of the people who had benefited by the educational experience.

I was very supportive before I went, but I must say it really fired me to listen and see the people who are benefiting. I do not think you could have gone through that experience without coming away being convinced this is one area where Federal spending really does make a difference, and it is a positive one.

With that, Mr. Chairman, I would like to extend a special, warm welcome to Cardy for being here today.

Senator DASCHLE. I have had the same experience, and I Have to tell you that it has made a real believer of me. We are going through a very interesting and challenging fight right now with regard to additional funding for community colleges, and we are hopeful that we can succeed in that effort. But certainly it is because of real leadership that we have come as far as we have, and obviously Mr. Monette is one of those leaders.

I would only ask, Mr. Monette, having heard Senator Conrad had a graduation speech, would you ever invite him back again? [Laughter.]

Mr. MONETTE. Every year if we could, Senator.

Senator DASCHLE. Every year. That's remarkable. He has not had invitations like that before, so I applaud you for your courage. [Laughter.]

Again, welcome. Please proceed.

STATEMENT OF GERALD MONETTE, FORMER PRESIDENT, AMERICAN INDIAN HIGHER EDUCATION CONSORTIUM; PRESIDENT, TURTLE MOUNTAIN COMMUNITY COLLEGE, BELCOURT, ND

Mr. MONETTE. Mr. Chairman, I thank you for this opportunity to testify before you on S. 496, and express special appreciation to Senator Quentin Burdick and to Senator Conrad from North Dakota. I think their presence speaks to their commitment to Indian education and to the State of North Dakota and Indian people throughout this country.

My name is Gerald Monette, and I am president of Turtle Mountain Community College. I would note that the Turtle Mountain Community College was just granted 5 more years of continued full accreditation. This will bring our total to 17 years of affiliation with North Central Association of Colleges and Schools. And I believe for a tribal college with our infancy this is a tremendous accomplishment and we are proud of that.

I am here today to present to you the position of the American Indian Higher Education Consortium, more commonly known as AIHEC.

As a member of the—by the way, Mr. Chairman, I have prepared written testimony, and I would like to submit that for the record right now.

Senator DASCHLE. Without objection, the entire statement will be made a part of the record.

Mr. MONETTE. I will not read it, but there are a couple of points I would like to make. They will be short and brief.

I am a member of what has been called the Ad Hoc Committee on National Indian Vocational Education, and for the last 18 months we have had a series of meetings to discuss the Indian vocational education needs throughout the country. These meetings have lead up to our endorsement of S. 496 as a comprehensive legislative vehicle through which we can meet the vocational education needs of Indian people.

The American Indian Higher Education Consortium is made up of 26 different Indian post-secondary institutions, and on behalf of all those institutions I would like to thank you for allowing us to be here today and to formally present testimony on the amendments to the Carl Perkins Vocational Education Act.

We, without a doubt, endorse this version in its present form and we urge its immediate adoption by the Senate with all its provisions maintained in conference.

Two of our schools, as stated earlier, are not protected by any Federal statute, and that is the United Tribes Technical Institute and Crownpoint Institute of Technology. We endorse full operational stability for all tribally-controlled post-secondary institutions, including these two schools that I just named.

The majority of the AIHEC institutions are tribal colleges. These institutions, as this committee is well aware, have a tremendous record of success.

Most Indian tribes are developing economic development plans. The appropriate training is the key to the success of these efforts, and Indian post-secondary institutions are the mechanism, we feel, available to begin meeting these needs. We work with the Indian people on the reservations, and we work with tribal governments. And, if given an equal opportunity, we feel that we can provide the manpower training needs to satisfy these economic development plans.

Tribal colleges, for the most part, offer what we call academic-type programs. However, there is a fine line between academic and vocational education, because in the end we are trying to train people for jobs, and vocational education is a major part of that plan.

Vocational education is a critical component of our offerings, and is essential to the long-term development of our reservations. Despite the important role of the tribal colleges in this arena, they have experienced a lack of stability in the grant allocations under both the State Administration and the U.S. Department of Education 1¼ Indian set-aside.

While these programs that are funded under these fundings are very successful, the money available is not adequate and the stability is not there for continued success.

The highly discretionary nature of the administrative processes of both these vehicles leaves the tribal colleges never knowing if they will receive any funding; and if they do, the amounts to be received cannot be anticipated. This is partially the result of the U.S. Department of Interior, BIA's refusal to meet the 1¼ percent match over the past decade. Since 1978, this failure has resulted in about a $60 million loss to Indian vocational education.

Of those applications which are funded by the Department of Education set-aside, only 1 in 5 is funded on an average, and nearly all are at significantly less than needed. The current Indian set-aside is highly inadequate in both level of funding and its discretionary nature. We, therefore, do not endorse the House version of the reauthorization which proposes to continue 5 more years of the same. That vehicle has had more than a decade to prove itself, and it has proven to be ineffective. As far as I read S. 496, this will take care of some of those discrepancies.

Currently, as was stated earlier, the States do count Indian citizens as part of their count for Federal moneys; however, when the money becomes available to the states and ready to be distributed to the Indian reservations, we get the short end of the stick.

For the most part, States do not recognize the needs of Indian people on Indian reservations. There are a few exceptions. A few States do cooperate to the extent that they can with the Indian population, but for the most part there is very little cooperation.

This problem was addressed several years ago during the 1984 reauthorization of the Carl Perkins Act. Congress did provide language to clarify to the states that Indian set-aside did not preclude their serving State Indians; yet, 5 years later, we see very little progress. Yet, 5 years later we see very little progress in that area.

Over the past 18 months we participated in an ad hoc effort to assess national Indian vocational education needs. An analysis of responses of the 79 tribes participating has led us to conclude that the unemployment rate on reservations, tribal efforts toward developing health comprehensive economic infrastructures, economic disadvantage, and the large populations of Indian youth are in vast negative disproportion to those conditions for non-Indian America. These detailed findings are submitted for the record, also.

Senator DASCHLE. Thank you, Mr. Monette.

Mr. MONETTE. Accordingly, an ensured increase in the reauthorization is warranted. The amounts proposed in S. 496 would enable further participation of tribes and Indian secondary schools whose prior participation has been severely limited and often excluded.

We urge this committee to adopt S. 496, and to do all in its power to advocate expedient enactment into law.

Thank you for this opportunity to express to you our concerns.

Senator DASCHLE. Thank you very much for an excellent statement.

[Prepared statement of Mr. Monette appears in appendix.]

Senator DASCHLE. Our last panelist is someone referred to by Senator Bingaman earlier. We are delighted to have Mr. James Tutt, President of Crownpoint Institute of Technology, one of the preeminent institutions of its kind in the country. We look forward to his testimony at this time.

Mr. Tutt, welcome.

STATEMENT OF JAMES M. TUTT, PRESIDENT, CROWNPOINT INSTITUTE OF TECHNOLOGY, CROWNPOINT, NM

Mr. TUTT. Thank you, Mr. Chairman, for this opportunity to testify before you on S. 496.

My name is James Tutt. I am the President of the Crownpoint Institute of Technology.

I have a prepared statement that I would like submitted for the record.

Senator DASCHLE. Without objection, the entire statement will be made a part of the record immediately following your oral remarks.

Mr. TUTT. Thank you.

At this time I would like to summarize some of the very important parts of this statement.

Crownpoint is actually 10 years old and fully licensed and accredited by the North Central Association of Schools within the last 6 years.

I believe some of the highlights that Senator Bingaman from the State of New Mexico indicated are that the program ranges from computer science and managerial studies to livestock/range management. These programs change from time to time, keeping in tune to the employment demand with the States of Arizona, New Mexico, and Utah. We also work very closely with the economic development of our tribes and their needs. Based on that, a lot of these demands change.

To ensure the highest possible job placement of our graduates, we demand a lot from our students, because our program actually continues on a 9-month training.

I would like to point out as one part of our success that we have a 90-percent retention rate. We have, this year, around 88 percent jobs placed, which I would say is much higher than the national average of the Nation's vocational-technical institutions.

As one example of the CIT high rate of success, one graduating class of 130 has a known job placement rate of 73 percent. It earns $1 million in wages annually and pays $460,000 back in taxes. The investment of this is nominal in CIT. It is a sound investment of the Federal dollars.

Had these 130 students remained unemployed, the same class would have cost the Federal Government at least $1.4 million in general assistance—not counting subsidized housing and medical care that the Government has to pay.

So, as you can see, Crownpoint remains one of the only two tribal institutions in the nation not having permanent legislation. The Tribal College Act precludes CIT on a technicality—only one institution allowed per tribe. Yet, CIT is the only vocational education on the Navajo Reservation with a tribal population of 158,000.

Due to this large population—it is larger than the entire Indian population of North and South Dakota and Montana combined, as you can see.

Also, for the record, I would like to say that we work with the State of New Mexico on an annual basis. For several years—I believe 3 years that I have records—we have submitted proposals—sometimes 6 a year—and get only an average of about 18,000 if we are lucky. Some years we get 0.

The 1¼ Indian set-aside is highly inadequate. Less than 1 in 5 applicants are funded. It is totally discretionary to the US Department of Education, so this fund is actually not intended for the base use operation costs.

Of the Navajos that go on to 4-year institutions, only 3 percent of our students complete 4-year degrees. As you can see, there is a lack in that area, as well.

So it is our belief that the Nation's economy could certainly benefit from a larger investment in vocational-technical education, not only for the Indian people, but for all of the nation's citizens.

So I urge this Senate bill to be adopted in specific language that will ensure the provision that we can benefit from on behalf of the Indian people.

I would be happy to answer any questions.

Senator **Daschle**. Thank you very much, Mr. Tutt, for your statement.

[Prepared statement of Mr. Tutt appears in appendix.]

Senator **Daschle**. This has been an excellent panel, with a number of very helpful comments with regard to the bill and the need for its passage.

Let me start with a question to Ms. Hunt. She started our panel this morning. You say that we need statistics on Indian education, including vocational education. Could the National Center for Research Vocational and Technical Education proposed in S. 496 contribute to the statistical picture you feel you need to obtain for Indian education?

Ms. **Hunt**. I think, indeed, the research center could do that. But I do not think that any one entity out in the field can do it all. I know some studies have been done by individuals, but we need a systematic collection of data. Certainly, if there are Federal programs involved, the Federal programs ought to have that data available and on their computer so that they can respond to questions from the public and from the Congress and adjust the programs as necessary to meet the needs.

I think that the research center is a fine concept, indeed, and will allow not only the statistical kinds of information to be gathered, but to deal with the whole issue of being sure that the vocational training being provided meets the needs of the tribes out there, looking at tribal economies and not trying to provide welders where there are no jobs for welders.

Senator **Daschle**. Let me ask of all the panel members—anyone who wishes to respond—a couple of questions I asked Senator Bingaman with regard to the priority of funding sources in the bill as it exists, whether one is of greater importance than others.

Second, with regard to the administration of the program should the bill pass, which department of government would serve us in a more successful capacity, in your view? The Department of Education, or the Department of Interior?

Who wishes to respond to those?

Mr. **Monette**. Mr. Chairman.

Senator **Daschle**. Mr. Monette.

Mr. **Monette**. I will respond, and maybe somebody else can jump in.

As regard to the priorities, my personal feeling is that the first priority should go to the existing provisions, which allows for the 1¼ percent to all tribes.

My personal feelings on the next priority would be that the Indian post-secondary institutions would be the second priority in that they have a proven success rate. They do have equipment available and facilities, and they do reach a tremendous amount of Indian people.

I think because of those things we would be able to implement with more stability a vocational training program to meet the economic development needs and plans of the Indian reservations throughout the country.

In regards to the administration of the program, again, my personal point of view: Historically, in the area of vocational education to Indian people and adults, the Department of Interior, BIA, has not had a very good record. They were asked a number of years ago to match an appropriation which would allow for increase in the amount of money available for this particular legislation, and they have not done that.

Because of that, and because of the experience that the Department of Education has demonstrated in the administration of the current 1¼ percent, I would suggest that the increased funding be retained in the Department of Education.

Senator DASCHLE. Does anyone differ with that point of view?

Mr. GIPP. Mr. Chairman, I would just reiterate much of what Mr. Monette has placed on the record, with the added emphasis that in 1977, historically that is when the existing set-aside was initially enabled—much through the efforts of United Tribes Technical College, I should add. At that time, vocational education was simply not known to Americana.

But I do note that under the existing legislation, as Mr. Monette has pointed out, the BIA is already mandated to match by 50 percent the existing dollars, and has obtained a Congressional waiver every year in regards to this appropriation, has never sought a new appropriation, and has always said they are already doing the job. Unfortunately, that really is not the truth.

While they do have certain efforts—and we respect those—the great fear by some of our secondary schools, I think, is that even with 496, unless there is an appropriate amount of resources provided by the U.S. Congress, the BIA would, in effect, try to rob Peter to pay Paul. That is one problem that could be here, as well as any other future matching requirements even in existing legislation.

So I just point those kinds of nuances out.

I just want to make one point about the question that you gave to Ms. Hunt regarding research in vocational education. There is no question—and I thoroughly agree with Ms. Hunt's observation of the need for research and the need for technical assistance across the board in Indian education. I will note in the area of vocational education, though, that there is virtually one huge gap. There is a huge chasm there in which information simply is lacking in which we cannot find even good, sound, individual academic work by American Indians or Native Americans in this area, and that is one of the key reasons why we have recommended this national research center for Indian vocational education.

The other portion of that is that there is an existing national center. However, it caters to the interests of State government and State institutions and public school districts. It is not really attuned to the needs of the Indian people, themselves.

Those are just some key things I wanted to point out about the reasons why this is so important in the area of research.

The other is that the national needs assessment that Mr. Monette has pointed out was done independently by Native American educators this past year. It clearly indicates, in the responses, that a high percentage—upwards of 80 percent of the respondents—had little or no knowledge of what their State plans were, had little or no knowledge of even the existing Federal Indian set-aside, and had little or no knowledge in terms of the kind of technical assistance that they needed to look at and see how vocational education could be applied in their communities.

Senator **Daschle**. Thank you, Mr. Gipp.

Ms. Hunt.

Ms. **Hunt**. Mr. Chairman, may I add to what Mr. Gipp has said? With respect to the center for research, I noticed, indeed, that the language in S. 496 is patterned after the language establishing the existing research center that has not been that helpful, if at all helpful, to Indians.

The one comment that I would like to make is that there might need to be language added to the section where the secretary relies on a panel to advise him to designate the center. Indeed, there ought to be some language added, I think, that the individuals serving on the panel ought to have expertise in both Indian vocational-technical education, tribal economies, and tribal economic development, and not just be national experts in vocational education.

Senator **Daschle**. Good point.

I would ask Mr. Tutt to describe the degree to which your current curriculum encourages Indian people to find careers on the reservation, as opposed to off the reservation. And, secondly, whether or not you get routine advise from the tribal council or somebody else with regard to their needs both in the short and longer term vocationally.

Mr. **Tutt**. Thank you, Mr. Chairman.

On the academic curriculum, on the annual, we do, as I said, make assessment with the job development people within each agency or each community that we work with. So we work very closely with the Job Training Partnership Act under the JTPA. The majority of our support comes from that right now on a contractual base. Based on that, we work with each community to identify jobs in those areas. The needs are identified.

Based on that, we allocate the number of positions in, for example, the accounting area. If there is a need in the accounting area, we recruit from those communities the number of students that are going to go into the program.

So we work very closely with the community. And we also work with the Navajo Tribe Economic Development Committee that has identified the areas that they are going to develop in a certain area. For instance, on the short term basis that we work with consumer education we bring in different people and we give them the training in that area.

Based on the analysis—let us say a project is going to come in an open a new shopping center, for example. We train all of the clerks, the cashiers, and we work very closely with the organization. We do all of the sorting and testing, identifying the individuals that are going to be employed in that community.

So the turnover within that job that they are trained within a certain period of time, we help the tribe in that fashion, too.

So that is how we work together with the tribes and with the communities.

Senator **Daschle**. I want to thank all of our panel members for their contribution to this hearing. They have made remarks that I think have clarified a number of the issues, and certainly provided me with a much better appreciation for the need for the bill.

Mr. Monette.

Mr. MONETTE. Mr. Chairman, I have one question, if I may. What does the committee see as the time lines or the processes for S. 496?

Senator DASCHLE. I do not know that the time line has yet been established. We will be in a much better position to determine the time line immediately after the hearing. I would certainly intend to talk to the chairman and the appropriate committee staff members to see it. I, personally, would love to be able to indicate that we will pass the bill out before the end of the session, but I do not know that we have the determination yet.

I think there is broad-based support in the committee for the bill, but I think it is too early to tell. At least speaking for the State of South Dakota, we would love to see this legislation pass and be marked up on the floor and in conference with the House yet before the end of the year.

Thank you all.

Our next panel is comprised of four people: Mike Doss, the Chairman of the Legislative Committee of the National Indian Education Association, who will be accompanied by someone I know well, Karen Funk; Roger Bordeaux, the Executive Director of the Association of Community Tribal Schools of Vermillion; and Nelson Thompson, the President of the Association of Navajo Community Controlled School Boards of Window Rock, AZ.

We are pleased to have you before the committee this morning. I do not know that I have ever had the opportunity to welcome Karen Funk, a former staff member and a close personal friend, in a hearing setting before, so this is a great opportunity for me.

Mike, let us begin with you.

STATEMENT OF MIKE DOSS, CHAIRMAN, LEGISLATIVE COMMITTEE, NATIONAL INDIAN EDUCATION ASSOCIATION, WASHINGTON, DC, ACCOMPANIED BY KAREN FUNK

Mr. DOSS. Good morning, Mr. Chairman.

I am Dr. Michael Doss. I am Chairman of the Legislative Committee of the National Indian Education Association. On behalf of our president, Mr. Edward Parisian, I would like to bring the greetings of our board to you this morning and to the committee.

I am not going to read our testimony. It has been submitted for the record. I have a few comments that I would like to make, however, and then I would like to turn over the mike to Ms. Funk, who has some specific comments to make.

Senator DASCHLE. The entire text of your statement, of course, will be submitted as part of the record.

Mr. DOSS. Thank you, sir.

Our first comment is that NIEA supports the approval of S. 496 and the 3 percent direct allocation of vocational education funds. We applaud the records of UTEC, of Crownpoint, the tribally controlled community colleges, and the committee, in working on this legislation that has been needed for a very long period of time.

We have a concern, however, with one provision. I think it was also raised by Ms. Hunt in her NACIE testimony a moment ago, and that is that the BIA-funded high schools will have to match their moneys. Based upon past experienced with the BIA, when I was formerly the executive director of the National Advisory Council on Indian Education, BIA failed to provide the matching funds for 4½ years that I was there. We are worried that there is no assurance that BIA schools will get their vocational education funds, and that is my main concern.

Ms. Funk would like to respond now to issues related to H.R. 7.

Once again, I would like to thank you for the opportunity to present testimony this morning.

Senator DASCHLE. Thank you, Mike.

Karen.

STATEMENT OF KAREN FUNK

Ms. FUNK. Thank you.

I am not going to go through the provisions of our testimony but NIEA's concern is that this committee look beyond S. 496, which we support. If the Senate version of the Carl Perkins reauthorization bill is anything like the House version, there are all kinds of other provisions outside of S. 496 that Indian tribes and schools should participate in.

In the House version—we detail these in our testimony—there are some things that are very good and some cases—and this is often the case, as you know, Tom—where tribes and tribal schools are inadvertently left out. So we have gone through the bill, and what we would like is your assistance when you work with the Labor and Human Resources Committee and when you are participating with the conferees that these things be pointed out.

I will give you one example. The House bill has a title called the Tech-Prep Act. That's also a free-standing bill, in the Senate, and I do not know if it will be in your version of the Carl Perkins Act. The Tech-Prep Act provides a 4-year program, the last 2 years of high school and 2 years of college, of work an integrated program for high school juniors and seniors who then go on to college in technical fields.

The way it is worded, a tribal college is an eligible participant and a public school is an eligible participant, but a BIA high school is not an eligible participant, nor is Crownpoint, UTEC, or SIPI.

This problem can be easily fixed under H.R. 7 you could have the College at Pine Ridge, for instance, having a program that could work with the public school but not with the Bureau-funded school 5 miles down the road. And you see this kind of problem throughout the bill.

One other provision in the House bill is a free-standing title on authorization of funding for facilities and equipment for vocational programs, and the money is to go to LEAs. As Jo Jo Hunt pointed out, LEAs usually do not include in their definition Bureau-funded schools. So that is just another example of where Bureau-funded schools are left out.

I think the main thing the Indian committee is going to have to deal with on the vocational education legislation is the philosophical difference between the Indian-specific section of the House-passed bill and the S. 496 approach.

The House bill keeps the current one and one-quarter competitive set-aside and then creates new tribal authorities which, in theory, are very nice, but we would have to get line item funding appropriations to the Department of Interior, which would be very difficult. So that is why a better approach is a direct allocation of funds through the Carl Perkins Act which is, after all, a national program, and Indians should be eligible for it just like anybody else.

But I do believe the way the bill is configured now, unless we make better provision for BIA-funded secondary schools, they, unlike their neighboring public schools, will have to scramble on a competitive basis every year with other worthy organizations for a small pot of money.

That's all I have right now. I would like to meet with staff members of the Select Committee on Indian Affairs to go into our comments in more detail.

[Prepared statement of Mr. Doss appears in appendix.]

Senator **Daschle**. Well, I have not had the opportunity to talk to the chairman about this, but I think I could almost say, without having had that opportunity, that our committee would be very sensitive to recommendations that you could provide us and would want to work closely with you to see if we can correct some of these deficiencies.

I do not know what time frame we may be considering with regard to the consideration of the bill on the floor, but I think it is important that we do it as quickly as we can to ensure that we have fully discussed many of these matters informally with the appropriate committee members to take care of it either in committee or on the floor. But I would certainly be prepared to play a role in that regard. As I say, I think I can speak for a number of other Senators on this committee in indicating our real desire to accommodate the needs that you've addressed.

Thank you.

Roger Bordeaux, we are delighted you are here. Welcome. We invite you to proceed at this time.

STATEMENT OF ROGER BORDEAUX, EXECUTIVE DIRECTOR, ASSOCIATION OF COMMUNITY TRIBAL SCHOOLS, VERMILLION, SD

Mr. **Bordeaux**. Thank you.

As you said, my name is Roger Bordeaux. I am currently a part-time executive director for the Association of Community Tribal Schools and a full-time Dr.al candidate at the University of South Dakota completing my last year.

When we took a look at S. 496, there is one main point that sticks out in our minds, and that is the restriction that is applied if the Secretary of Interior does not match the .25 for Bureau-funded school systems. It has been mentioned a couple of times before about what should be done about it.

One the second to last page of our testimony we have some different language on the restriction saying that if the Department of

Interior does not match the Department of Education's funds, then that .25 percent should go directly to tribal contract grant schools. And also, part of that language says that contract and grant schools at the elementary and secondary level be considered as LEAs for purposes of basic program under the Carl Perkins Vocational Education Act.

I think that would clear up a lot of problems currently because we feel that those 4,000 to 6,000 students in contracting grant schools at the secondary level are being discriminated against. They're not getting equal access to the vocational education programs all the other American students are getting, and we think that language would clear it up.

We think, in closing—you can read the testimony—what Karen said about looking at the House provisions, I think that same restriction can be stuck in there. I know some of the tribes and some of the other places might not like it, but the secondary schools, in trying to implement vocational education programs, attempt to stress awareness and exploration, and you have got to get that part before you get into preparation and programs and getting to job markets.

So I think this restriction not only has to be stuck in S. 496, but it has to be stuck in whatever the conference version is, also—the restricted language that we are recommending.

Senator **Daschle**. I appreciate your remarks, Roger. In fact, I have just indicated to Sara Yager of my staff to be in contact with you to see if we cannot draft the appropriate language. I do not have your testimony in front of me, but I am sure that, given the fact that you've given a good deal of thought to this, and may even have incorporated the concept in your testimony, that we can work out appropriate language and have it considered at the time of markup. So we will be doing that, and we will be in touch with you.

Mr. **Bordeaux**. Thank you.

Senator **Daschle**. Thank you.

[Prepared statement of Mr. Bordeaux appears in appendix.]

Senator **Daschle**. Our final witness is Nelson Thompson, the President of the Association of Navajo Community Controlled School Boards. We are delighted to have you with us, Mr. Thompson, and we invite you to proceed.

STATEMENT OF NELSON THOMPSON, PRESIDENT, ASSOCIATION OF NAVAJO COMMUNITY CONTROLLED SCHOOL BOARDS, WINDOW ROCK, AZ

Mr. **Thompson**. Thank you, Mr. Chairman.

My name is Nelson Thompson. I am the president of the Association of Navajo Community Controlled School Boards. We represent contract schools and grant schools under Public Law 93-638, and also Public Law 100-297, within the Navajo Reservation.

I am also a member of the Navajo Tribal Council, so I took some time out to come out here to testify on this matter.

We appreciate and commend the committee for calling this hearing to specifically address the vocational education needs of our people. It is our pleasure—and, indeed, an obligation—to assist in the efforts with the committee to seek the amendments that are being proposed to the provision of the Carl Perkins Act.

By way of background information, I would like to state that we have the largest Indian reservation in this country, the Navajo Tribe. There are over 200,000 members. We are a young nation. We have over 60 percent that are under the age of 25 years. The median age is around 18. So what it comes down to is this: Vocational education is a vital program that we need within our reservation.

In 1980, the census revealed that our average per capita income was about $2,400 per year. What this means is that we have people out there that are in need of training, and basically what we have before us is something that is vitally needed.

We have one educational facility on the reservation, which is Crownpoint Institute of Technology, who has been fighting to at least get permanent funding for its programs and facilities. With the size of our reservation, this single facility cannot accommodate the needs of our people. We need to establish a permanent funding source for this institute, and perhaps go and see if we can establish another facility throughout our nation.

There are some concerns that we have, particularly within the act. One important thing that we know is that in order to provide enhanced programs to our people, we must have more funding. The 1.25 percent of the appropriated funding goes to tribes and tribal organizations. But what happens is that BIA does not come up with its responsibility to ensure that they have matching of the same amount to this appropriation.

In fact, the BIA has continued, at the same time, to fail to comply with this requirement. One study indicated for 9 years that we have lost over $70 million just on this matching that could have been made available to our Indian people.

We suggest that an amendment to S. 496 provision which allows the .25 percent of vocational education appropriation that is made to BIA for secondary schools be distributed directly to the secondary schools should BIA fail to maintain their obligation.

We cannot allow the .25 percent to be combined with the competitive Indian grant program supported under the 1.25 percent set-aside.

We suggest that the language be changed in the bill to make sure that these funds go directly to Bureau-funded schools.

We also support H.R. 7 provisions to provide additional ISEF weight. We support that provision to add an additional weight to Indian school equalization formula for secondary students enrolled in BIA-funded schools.

Funding at this additional weight would provide regular and direct flow of funding for vocational education at secondary schools, which would provide the school's need to implement and develop an ongoing vocational education.

We ask the committee to increase the additional weight from .25 to 1.0 per weighted student unit so the school will have a reasonable amount to work with.

Since this provision of the House bill would become effective only if additional appropriations for that purpose are provided, we hope that this committee will work with Indian people to advocate the needed additional funding.

Mr. Chairman, another pressing need in Indian country is the funding for improvement of secondary school facilities in order to properly operate vocational education programs.

We ask the committee to add a provision to the bill to authorize appropriation for improvement and upgrading of BIA-owned secondary school facilities in order to accommodate the need of these vocational programs.

In conclusion, Mr. Chairman, we thank this committee for its attention to vocational education and training needs of our people. We agree that vocational education and economic development go hand in hand directly. We accept the responsibility to be part of the role in building an effective work force for our people and to gain economic development working toward self sufficiency. Education is the foundation on which economic development should and will be built.

Thank you for the opportunity to testify, Mr. Chairman.

Senator Daschle. Thank you, Mr. Thompson.

[Prepared statement of Mr. Thompson appears in appendix.]

Senator Daschle. Let me ask the other panel members about Mr. Thompson's recommendation relating to competitive grants. As I understand it, he is advocating that we take the money that would normally go into the competitive grant program and distribute it directly to the schools with each secondary school receiving the same amount; that is, money that would normally go to the Indian competitive grant program.

How do the other panel members feel about that proposal?

Mr. Bordeaux. In an attempt to be tactfully selfish, I think, like I said before, the provision that we have in regard to the restriction—since the Bureau is not putting up the money for their secondary students, let us just go ahead and not let them put it up for their secondary students and make sure that it goes to the tribally-operated secondary schools. That would take care of that situation easily. And then just give it out on a—

Senator Daschle. That would be the alternative to Mr. Thompson's—

Mr. Bordeaux. Yes; that would be an alternative, which is almost the same thing.

Senator Daschle. We have really two proposals. When I responded initially to your suggestion, Mr. Bordeaux, I had not heard Mr. Thompson's proposal. Do either of you have a preference between the two? That puts you in a difficult position.

Ms. Funk. I have to think about it a little bit. But what we all agree on is that BIA-funded secondary schools have to have a stable funding base just like public schools have if they have populations who are also eligible. that is the main thing. In terms of the entire 1.25 percent competitive pot, I think we'd have to take a look at who all the people apply for it. I haven't thought it through from that angle.

Senator Daschle. I personally like the idea of some kind of competitiveness, but I understand the point you make, as well, that when you are small and you are under-funded it is difficult to allocate the resources necessary to become competitive, and so it becomes sort of a vicious cycle.

Ms. **Funk**. A stable funding base is what everybody is after. The proposal in H.R. 7 that was alluded to would, if you got appropriations for it, also do that. It would and a weight of 1.0 to the ISEF formula to bring in vocational education moneys, which is a good idea.

Mr. **Thompson**. Mr. Chairman.

Senator **Daschle**. Yes.

Mr. **Thompson**. The other thing that I have in mind is that you build up the continuity of the program, whereas with an ending period. But if you have the stability of the funding, I think you can go much further. And you have the planning there that you can base your programs on.

Senator **Daschle**. What assurance with that kind of security does one have for quality control?

Mr. **Thompson**. I would believe that the control within the school system would allow you to plan out for maybe the future of—the planning process, I guess, is what it comes down to really, maybe about 5, 6, or 7 years ahead of time; whereas if it is on a competitive base you are just looking at a certain period and then you are done with that, unless you get additional funding. Whereas, you leave out the majority of the other schools that would come in and go for that funding. So I believe planning would be the thing that needs to be implemented into it.

Senator **Daschle**. Let me ask the final question I have asked of Senator Bingaman and the other panel with regard to who ought to have this responsibility. The bill does not address it. There seems to be virtually unanimous support that it ought to be the Department of Education. I would ask whether anyone on this panel would differ in that regard. Does anyone suggest that, rather than the Department of Education, the BIA and Department of Interior ought to have this responsibility?

Mr. **Bordeaux**. I have to say something. When you look at it initially, if the implementation of the law is done as it is supposed to be done it does not matter which department should be doing it, as long as it gets done. There are problems that we have always had with both departments, and I think everybody realizes that. Generally, the Department of Education is a little bit better, in regards to implementation than the Department of Interior.

But if the money goes directly to the schools, the departments, themselves, shouldn't have much administrative ability or accountability anyway. All of that ability and accountability should be at the school level, as opposed to the department level. So if the .25 percent set-aside, which is maybe around $2 million or less should go to the tribal contract schools, that amount, when it gets out to the 34 of those schools that exist, the only thing the department has to do—either Interior or Education—is just monitor and make sure that they're following regulation, which does not take very much. And $2 million out of the whole vocational education program is not very much at all.

Senator **Daschle**. Good point.

Well, I have no further questions.

Again, let me reiterate my thanks and the thanks of the entire committee for your presentations and for the kind of insight you have provided us with regard to this legislation. We certainly want to move. I, certainly, would like to see this legislation moved quickly. We may not have the final form before us this morning. In fact, judging from the comments I have received, I doubt that we have had the final form of this legislation. I think it is important that we work in a constructive manner cohesively, if we can, to address some of the concerns raised at this hearing. I think you will find an environment within which that can be done.

So, again, let me reiterate my thanks to all of the panel members.

At this point, the hearing stands adjourned.

[Whereupon, at 11:30 a.m., the committee was adjourned, to reconvene at the call of the Chair.]

APPENDIX

Additional Material Submitted for the Record

STATEMENT BY SENATOR JEFF BINGAMAN

Mr. Chairman, I am honored this morning to have the opportunity to testify before the Senate Select Committee on Indian Affairs on the vitally important subject of Native American vocational education. First, however, I wish to thank you, Mr. Chairman, and all of the members on the Select Committee, for your tireless work on behalf of Native Americans across the country.

The Committee's commitment to improving the quality of Indian education, and the quality of Indian life in general, has enriched the lives of all Americans, and we are grateful. Today's hearing on the Indian Vocational Education Act, S. 496, exemplifies your commitment, and I am grateful.

As you know, I had the pleasure of introducing S. 496 earlier this year with your cosponsorship. Joining us as cosponsors are our distinguished colleagues, Senators Domenici, Conrad, and Burdick.

This important legislation is intended to help young Native Americans better prepare themselves for the competitive, global society of the 21st Century. It amends the Carl D. Perkins Vocational Education Act, which currently is being considered by our colleagues on the Labor and Human Resources Committee.

By amending the Carl Perkins Act with the provisions of S. 496, we could ensure more Native Americans of their right to a quality vocational education. Such an assurance is vitally important to the young Indian people of New Mexico and to Native Americans throughout the country because the world these young people face, with its harsh economic realities, is a new and different place. It is not the world we knew as children.

In that world, the key to success is Education.

Without a good, solid education, the youth of today will be unable to compete for the jobs of the 21st Century. And without maximum participation by all of our citizens in the workforce, our nation's social and economic structure will suffer untold damage. Indeed, as the members of this Committee know, many of our Indian tribes are already suffering. Some of the highest unemployment rates in the nation are recorded on their lands, and some of the highest high school dropout rates are found among their youths.

Unfortunately, the Indian tribes of New Mexico know the personal pain of these statistics all too well. The Navajo Nation, which has been plagued in recent months with a number of problems, suffers an unemployment rate of more than 40 percent. And last year in New Mexico, more than 10 percent of the Native American teenagers enrolled in public schools dropped out. During the last several years, the state dropout rate has been highest among this group of students, and the Native American college-entrance rate remains woefully low.

These grim statistics must be turned around, and given the trust relationship between the federal government and Indian tribes, the Congress's responsibility should be obvious. Each Indian youth, no less than any other young person in this country, deserves the opportunity to achieve as much as he or she is able.

But the jobs awaiting these young people, unlike the industrial-based jobs common only a decade ago, often require highly specialized training. The training and education is hard to get, however, when it means leaving family, home, and culture for an unfamiliar, expensive, urban environment. I fear we are losing too many potential contributors to the national workforce because too many young Indians simply cannot afford to leave the reservation and their families and homes. And the critically-needed educational opportunities simply are not available on most reservations.

That is why this legislation is so important. It will establish a National American Indian Center for Research in Vocational-Technical Training to help tribes and tribal institutions formulate important economic development policies and strategies and develop critical education and training programs.

Importantly, it will also provide a basic funding source for tribal institutions nationwide, including the two institutions that are committed solely to providing quality vocational educational opportunities for Indian students -- The Crownpoint Institute of Technology in New Mexico and the United Tribes Technical College in Bismark, North Dakota.

These are good schools, with important training opportunities in high-demand fields such as accounting, computer technology, health care, masonry, carpentry, and mechanics.

They also are schools operating on meager budgets, built largely by the federal government, but without federal authorizing statutes to provide stable funding sources. The problems they must grapple with are many. Without dependable funding from the federal or state government, the schools exist year-by-year. Long range planning is difficult, because their administrators often do not know whether they will be able to operate into the future. Critical structural repairs remain undone and course curriculum sometimes suffers.

Yet despite these adversities, these two schools are successes. Since first opening its doors in 1979, Crownpoint Institute of Technology has graduated more than 1,200 skilled workers into the nation's workforce. Nearly all of these graduates were unemployed and without job skills when they enrolled into Crownpoint.

Now, they have the education and training needed to leave the welfare rolls forever and assume active roles in their tribe's labor force and in our nation's future.

Without a doubt, Crownpoint Institute of Technology and the United Tribes Technical College have played a crucial role in the education of many Native Americans, and their intensive training programs should be encouraged and strengthened. This legislation does just that. It will provide a stable, basic funding source for these two schools based upon current expenditures and current costs. In addition, this legislation will establish a National Indian Center for Research in Vocational-Technical Training to help tribes and tribal institutions formulate important economic development policy and strategy.

I believe the legislation we are discussing today is a critical component of a comprehensive educational system for Native Americans and all Americans. It is not the complete solution to the many educational problems and pitfalls facing young Indians, but it is an important part of the solution.

Accessible, affordable vocational education is critical to our future workforce, and our Indian people deserve the same basic opportunities available to others. We owe this to the young Native Americans of today and tomorrow.

Now, I have the distinct pleasure of welcoming to today's hearing Mr. James Tutt, the President of New Mexico's Crownpoint Institute of Technology. Mr. Tutt is an outstanding advocate for Indian higher education, and I am pleased that he, and all of today's witnesses, could be with us this morning.

Thank you.

NATIONAL
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TESTIMONY OF THE NATIONAL ADVISORY COUNCIL ON INDIAN EDUCATION

On Indian Vocational Education, Including S. 496

Before the Select Committee on Indian Affairs

United States Senate

September 15, 1989

Good Morning, Mr. Chairman and Members of the Committee. I am Jo Jo Hunt, Executive Director of the National Advisory Council on Indian Education. I am delighted to appear before you to present the Council's views on Indian vocational education and particularly on S. 496, a bill to amend the Carl D. Perkins Vocational Education Act to establish a program of grants for vocational-technical training and to encourage tribal economic development, to provide for the designation of the National Indian Center for Research in Vocational-Technical Training, and for other purposes.

I bring you greetings from Chairman Omar Lane and the Members of the Council. They especially asked me to relate their appreciation for the support this Committee has shown for federal education programs benefiting Indian children and adults. In addition, this is the first time in fiscal year 1989 that the Council has been asked to testify before a congressional committee, and we greatly appreciate the invitation.

The National Advisory Council on Indian Education has been in existence since 1973, having been established pursuant to the Indian Education Act passed as title IV of the Education Amendments of 1972 (Public Law 92-318). The Indian Education Act has undergone five reauthorizations with the last being Part C of title V of Public Law 100-297. The Council consists of 15 Members who are Indians, as defined in the Indian Education Act (including Alaska Natives), and are appointed by the President from lists of nominees furnished, from time to time, by Indian tribes and organizations, and representing diverse geographic areas of the country. The Council's charge has remained virtually unchanged in these reauthorizations and includes, among other things, the duty to advise the Secretary of Education with respect to the administration of any program in which Indian children and adults participate or from which they can benefit, including the programs under the Indian Education Act, and the duty to submit to the Congress each year a report, including any recommendations necessary for the improvement of federal education programs in which Indian children and adults participate or from which they can benefit.

I cannot speak regarding the attitude of previous Members of the Council on the breadth of its mandate. However, the current Council unanimously passed a motion at its meeting in January 1989 that it recognizes that its mandate to advise and/or recommend on all federal education programs in which Indians participate or from which they can benefit includes all federal education programs, regardless of the department in which the program is located. Consequently, the Council interprets its charge as including programs ranging from early childhood education to higher education to adult and vocational/technical education in any department of the federal government, including programs in which Indian children and adults are currently participating or those from which they can benefit but have not yet done so. My comments today are in this broad context.

Mr. Chairman, many Indian and Alaska Native people, including Council Members, have expressed concern that while federal funds are sometimes specifically earmarked or set aside to serve Indian and Alaska Native communities, there is often little participation of such populations in state-administered federal education grant-in-aid programs. The state-administered vocational education programs authorized under the Carl D. Perkins Vocational Education Act have been pointed to as specific examples of this phenomenon. Another example, but without the set-aside, is the state-administered program authorized under the Adult Education Act. I mention these two programs together because it is often the case that Indian and Alaska Native individuals needing vocational/technical education services also need basic literacy services. While the purpose of a set-aside often is to meet the needs of a population not being adequately served in the state-administered program, the Council believes that we should not give up on finding mechanisms to make the state-administered program more responsive to Indian and Alaska Native needs.

The Council has, for inclusion in its annual report for fiscal year 1988, attempted to isolate federal education funds exclusively serving Indian and Alaska Native education needs. These funds include those administered by the

Bureau of Indian Affairs, the Office of Indian Education, and other funds administered by programs within the Department of Education and other departments which have set-asides for Indian and Alaska Native students or otherwise provide funds to school districts or other entities for services to such students or based on the counting of such students, including impact aid. If one simply adds the total funds in these education programs, the fiscal year 1988 funds specifically available for Indian and Alaska Native education needs amounted to $762,662,377. It should be noted that this total does not include amounts to public schools generated by Indian students under the Chapter 1 Program or funds serving Indian children under the general Head Start Program (for children not served by a federally recognized tribe or consortia of tribes) or other programs for which it cannot specifically be determined that Indian/Alaska Native children are being served. This effort was meant as an attempt to isolate the education funds exclusively appropriated for, generated by, and/or spent for Indian and Alaska Native education needs. Vocational education set-aside funds amounted to $10,462,352 serving some 50 projects while funds for the operation of the Southwestern Indian Polytechnical Institute amounted to $3,828,000 serving 465 students in the fall and 480 students in the spring, for a total of $14,290,352 in fiscal year 1988 for the vocational/technical educational needs of Indians and Alaska Natives.

It should be noted that the vocational education set-aside under the Carl D. Perkins Act serves only members of federally recognized Indian tribes and Alaska Natives in the 50 funded projects. The members of the remaining federally recognized tribes and Alaska Native villages as well as Indians in urban and rural nonreservation areas are not served through the set-aside.

Consequently, it is very important to find mechanisms to provide access to vocational/technical education services under the state-administered programs. It is our understanding that only a very few states have worked well with Indian communities to attempt to meet these needs. Many state-administered programs stop at the reservation line or provide little outreach to urban Indians and rural nonreservation Indian communities. While the Council voted in January 1989 to support a 3 percent Indian set-aside in the reauthorization of the Carl D. Perkins Vocational Education Act, it also was discussed that there might need to be a grievance procedure established to address the problem of state-administered programs which fail to serve or underserve Indians. The Council is of the opinion that regardless of the existence of an Indian set-aside, the states still have a responsibility to provide such services to their Indian and Alaska Native citizens.

Mr. Chairman, the Council has tried this year to compile existing statistical information on the education of Indians and Alaska Natives. While we do not currently have computer capabilities, a computer is on order for us and we look forward to initially having a telephone link and, when operational, a local area network link to the Department of Education mainframe computer. With such capabilities, we hope to be able to provide more specific information than general observations on Indian and Alaska Native educational attainment and unmet needs for use by the Congress, the Administration, the Indian and Alaska Native education community, and other interested parties in planning for the future of Indian education. This aspiration to assess where we are and plan for the future includes the area of vocational/technical education. Although, pursuant to section 403 of the Carl Perkins Act, the National Assessment of Vocational Education just recently completed a five-volume study, little is said of Indian and Alaska Native participation in vocational education services. We have found in general that reporting of educational statistical information often does not provide analysis of data on Indians and Alaska Natives. If it is in the system, we want to be able to access the data, analyze it, and draw conclusions from it. If it is not in the system, then we will need the help of the Congress in directing that various standardized types of information be collected through grant applications, contract proposals, evaluations, and final reports for analysis not only by this Council but by the National Center for Education Statistics and other researchers, including the National Indian Center for Research in Vocational-Technical Training if such a center is established through passage of S. 496 or a similar measure.

The National Advisory Council on Indian Education generally supports the provisions of S. 496. The Council is particularly concerned with the availability of vocational/technical programs for Indians and Alaska Natives that will result in placement of the graduates in jobs to support their families. We are anxious to break the training program cycle in which many Indians and Alaska Natives find themselves when they are trained for jobs that do not exist in the local economy and then go back for more training either in hope of gaining a locally marketable skill or to keep money coming into the family from the stipend or compensation paid to them during training. In order to break this cycle, there indeed must be coordination between the training provided and tribal economic development efforts or the labor force needs of the communities bordering the reservations. The work of tribally controlled colleges in tribal economic development is crucial to this effort as is research which could be done with the establishment of a national Indian vocational research center as provided in S. 496.

Section 1(b)(2) of S. 496 would add a new subsection 103(c) to direct the Secretary of Education to, subject to a matching requirement, transfer to the Secretary of the Interior funds for the benefit of secondary school students attending Bureau of Indian Affairs funded schools, which include BIA-operated and tribal schools. The Bureau of Indian Affairs and the Department of the Interior have a dismal record in requesting matching funds in the budget. This section provides that if the matching requirement is not met, the Secretary of Education will use the funds reserved for this subsection for purposes of carrying out subsection 103(b)(1). While there is no general objection to the funds going back to the 103(b)(1) program since tribal schools could compete for these funds, the Council is of the opinion that at some point the Congress should deal with the issue of including tribal schools in the definition of "local educational agency" for purposes of the Carl Perkins Act and many of the other statutes authorizing federal grant-in-aid education programs administered by the states. We understand that, in the Senate, there would be jurisdictional problems for the Select Committee on Indian Affairs to unilaterally deal with this problem, but the problem of exclusion because of this definition often arises for tribal schools. A recent case in point is the exclusion of such schools from the Even Start Program. The Council will be studying this issue further and would appreciate the Committee's consideration of measures to ultimately address this exclusion from eligibility of tribal schools and other tribal entities for federal education programs for which public school districts are eligible.

Technical assistance to programs serving the vocational/technical educational needs of Indians and Alaska Natives is also important to help such programs most effectively utilize the available resources and to attract non-federal resources, including those from the private sector. In addition, the Council believes that teacher training for Indian and Alaska Native vocational education instructors is also important. S. 496 addresses these issues.

The National Advisory Council on Indian Education has expressed over the years support of Indian preference in programs serving Indians. The Council recommends that Indian preference be used in the hiring of staff for the Indian vocational program and that Indian readers be used in the proposal review process for this program. In addition, the new section 405 to be added to the Carl Perkins Act to establish the National Indian Center for Research in Vocational-Technical Training is clearly patterned after the current section 404 of the Act which established the National Center for Research in Vocational Education. Although the language is slightly different, both sections direct the Secretary to designate the respective research center, acting upon the advice of a panel composed of individuals appointed by the Secretary who are not federal employees and who are nationally recognized as experts in vocational-technical education training, administration, or research. The Council is of the opinion that the new section 405 should have some safeguards that at least a portion of these individuals must have expertise in Indian and Alaska Native vocational/technical education, tribal economies, or tribal economic development.

Mr. Chairman, there is one last related issue which I want to address. Part E of title V of Public Law 100-297 authorized the President to call the White House Conference on Indian Education. Since this conference has the broad purpose to develop recommendations for the improvement of educational programs to make the programs more relevant to the needs of Indians, I believe that it is relevant to the general discussion of Indian vocational/technical education, which is the subject of this hearing. We indeed expect that vocational/technical education will be a subject to be addressed by the conference. Part E needs some technical amendments, and while S. 496 may not be the vehicle for these amendments, such a vehicle should be found. The needed technical amendments include correction of section 5508 to authorize appropriations for fiscal year 1991 to correspond to the authorization to call the conference to be held as late as September 30, 1991. Currently, the section authorizes appropriations for fiscal years 1988, 1989, and 1990, and it is clear that these years were not pushed back when the bill (H.R. 5) introduced very early in the first session was passed in the second session of the 100th Congress. In addition, there has been concern expressed by Council Members and the Indian and Alaska Native education community that the task force to be established under section 5504 to plan and conduct the conference is to consist of "such employees of the Department of the Interior and the Department of Education as the Secretary of the Interior and the Secretary of Education determine to be necessary to enable the Task Force to carry out its duties." The reported fear is that the task force will consist totally of seasoned bureaucrats who may seek reasons to preclude innovations rather than find ways to get things done. It should be noted that there are no provisions in Part E for NACIE involvement in the conference, although the Council does expect to be involved and has already begun soliciting and receiving comments from Indian and Alaska Native organizations and individuals regarding issues that should be addressed by the conference. It has been suggested that the NACIE Executive Director should be specified in the legislation as a member of the task force and that the NACIE Chairman should be an ex officio member of the advisory committee for the conference under section 5506. At its January 1989 meeting, the Council voted unanimously to support such an amendment. Of equal concern, however, is some language to direct the Secretary of the Interior and the Secretary of Education to appoint an equal number of employees from within the departments who know the current system with its constraints and new employees specifically hired from outside to bring a fresh approach. While I am not advocating that S. 496 be the vehicle to amend the provisions of Part E, I am recommending that the Committee, in its wisdom, direct staff to find the appropriate vehicle to do so.

Mr. Chairman, the Council and I greatly appreciate this opportunity to appear before the Committee today to address Indian and Alaska Native vocational/technical education concerns. I will be happy to answer any questions you and the Committee Members may have or to supply any additional requested information for the record.

Thank you.

TESTIMONY

OF

UNITED TRIBES TECHNICAL COLLEGE

ON

REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT

BEFORE THE

SENATE SELECT COMMITTEE ON INDIAN AFFAIRS

PRESENTED BY

RUSSELL HAWKINS, CHAIRMAN

BOARD OF DIRECTORS

AND

DAVID GIPP, PRESIDENT

UNITED TRIBES TECHNICAL COLLEGE
3315 UNIVERSITY DRIVE
BISMARCK, NORTH DAKOTA 58504
(701/ 255-3285)

Mr. Chairman and Members of the Committee:

My name is Russell Hawkins. I address you today as Chairman of the Board of Directors of United Tribes Technical College (UTTC). I am also Chairman of the Sisseton-Wahpeton Sioux Tribe and Vice Chairman of United Sioux Tribes of South Dakota. So I speak both as someone interested in providing vocational education to American Indians and as someone with a stake in the results of that training.

Accompanying me today is Mr. David Gipp, President of United Tribes Technical College in Bismarck, North Dakota. The College is a tribally-recognized postsecondary vocational institution serving American Indian people. It is fully accredited by the North Central Association and has a record of such service which begins in 1969.

I wish to express my appreciation on behalf of the students, staff, and board of United Tribes Technical College (UTTC) for the opportunity to express the views contained in this statement. My remarks concern the reauthorization of the Vocational Education Act with specific reference to the impact that this action will have on American Indian Tribes and on United Tribes Technical College.

While a number of points will be covered in this statement, I think that it is important to begin with its major theme so that you will have a context for the rest of it. We are here today to talk about two things:

1. Permanent legislative authorization for UTTC
2. An increase in the setaside funds for American Indians

The first point, permanent legislative authorization for UTTC is rooted in experience. Since its inception, UTTC has had to struggle for its existence while it carried out its mission. The college is a unique institution on the Northern Plains. It is campus-based and represents efforts by "federally-recognized tribes" to provide the kinds of skilled manpower needed to attain economic and cultural independence. The institution has never had adequate or consistent support through either the Vocational Education Act or from such agencies as the Bureau of Indian Affairs, Department of the Interior. It is not recognized by Congress in any special act as the Tribally Controlled Community Colleges are.

The second point, an increase in setaside funds from 1.25% to 2.75% for American Indians and to 3% when Native Hawaiians are included, is based on a study titled "National Indian Vocational Education Needs Analysis" conducted in 1988 and 1989 by the Ad Hoc Committee for Indian Vocational Education. Mr. Chairman, we would like this study to be part of the printed record. It shows strong evidence of unmet needs in vocational education among the national Indian population. Economic development will remain a high priority since the Indian population is young and will grow. Many tribes, although they indicate a need for vocational education to help them in this development, do not apply for funding for a variety of reasons including a lack of technical assistance, and lack of existing facilities which qualify them for funding.

We view the setaside as critical. It is possible because, unlike other interest groups or populations, tribal governments have a unique legal status. Because of this status, states often do not address Indian needs in their plans. Sometimes their actions preclude tribal efforts at obtaining federal or state vocational funding. An example exists in the fact that state supported vocational centers are largely supported through Carl Perkins funds but rarely do such funds and resources reach tribes or their entities. Appropriated funds from states to tribes or Indian entities are virtually non-existent.

Let me now point out why we think UTTC must become a directed priority in this reauthorization. United Tribes puts its emphasis on the development of Indian families. It provides for the vocational education of adult family members while it attends to the educational growth of the children through its nursery, pre-school and elementary school. This approach is based on the idea that while adults learn, so should children. United Tribes believes that through providing appropriate experiences, child and adult learners will acquire the skills and individual persistence to become successful both in the classroom and in the world of work.

The College serves an average of 275 adult students and some 180 children in programs that run from August to May each year. It offers eleven vocational programs which operate side by side with adult basic education and special programs to upgrade skills in reading, math, science and writing.

UTTC's average age is 22. The average number of students on the "waiting list" is 200 with the largest proportion being single parent families - usually a young mother with two children.

Through its one and two year programs and its cooperation with the private sector for clinical and on-the-job training experiences, UTTC provides a quality vocational experience as evidenced by its ten year placement average of approximately 80%.

The UTTC graduate pays back in taxes the cost of his/her training in an average of 6.3 years. Clearly, this statistic shows that money spent in this kind of training is a good investment. United Tribes serves as a "launching pad" for students who come from severely depressed economic situations. Testimonials from students who succeeded upon graduation abound.

United Tribes receives operational support from the Bureau of Indian Affairs as an item in the budget. But it is subject to arbitrary cuts by the BIA. No effective policy exists for protecting the stability of the institution. Only this year, the BIA attempted to cut UTTC's budget by $460,000. Fortunately, Congress stepped in and both House and Senate agreed to restore the funds. It is clear from this, though, that stability is difficult to achieve with such actions being possible.

Your agreement to include authorizing language for a directed priority would put United Tribes in a position to serve its clientele more confidently without fear of being damaged or closed by purely administrative decisions.

Alongside the need for United Tribes to become such a priority as a model of family training for American Indians, there remains a great need in the rest of the Indian population not served by UTTC.

In the needs survey referenced earlier 95% of the tribes responding said that they had a need for vocational education. Vocational education was included in the overall economic development plans of 71% of the responding tribes. It was also noted that often, economic opportunity exists near reservations but untrained individuals are not able to take advantage of such chances.

The study revealed that the average grade level completion of tribes responding was grade 10. Extremely small numbers of enrolled members were attending non-tribal educational institutions. And of those who did attend, even smaller numbers completed. The median number of students graduating from vocational programs for the 43 tribes responding was 5. It is clear that tribes are not having their needs met through "normal channels".

Eighty six percent of the surveyed group did not receive vocational services from their states. Only 29 of 65 tribes said that they were even aware of their states vocational plans. And, a mere 6 tribes indicated that they were represented in these plans.

What all this makes clear is that when Indian tribes and their own schools cannot access resources either directly through the existing setaside, alternatives are not available to them. And only 16% of the tribes responding to the survey said that they had been successful in obtaining funding under this setaside. A total of 85 tribes have been served since 1977.

When the high degree of unmet need - 95% of the tribes responding to the study - is coupled with the very small number of tribes served by the existing setaside, it is clear that this setaside, although it amounts to some 10 million dollars, is not sufficient to fill the need of the Indian and Native Hawaiian populations.

Another argument for expanding vocational programs is the perception of tribes responding to the survey that such education would contribute to the battle on alcohol and drug abuse. Eighty percent of the responding tribes said that they believed that the improved self perception that comes with successful vocational education and subsequent employment would help with these difficult problems. One respondent said:

> Vocational training provides tribal members with the skills necessary to obtain jobs on and off the reservation. Many...have gone into business for themselves...or...found jobs. They then refrain from excessive use of alcohol or drugs.

Examples of tribes whose economic development has been helped by vocational education include the Nisqually and Tulalip Tribes of Washington and the Lac du Flambeau people of Wisconsin who operate successful fisheries projects. The Devils Lake Sioux Tribe of North Dakota has used its own tribal college to provide training to members who use their skills in their own multi-million dollar manufacturing company.

Tribes which responded to the survey said that their people could benefit from training in over 40 fields ranging from business and computer technology to the more standard trades to medical and natural resource fields.

Tribal advancement could be enhanced by providing access to vocational opportunities and to the resources to carry out the philosophy of tribal self-determination more effectively.

Several directed priorities found in the reauthorization bill would be very valuable. In addition to United Tribes, a campus-based institution, many reservations now have their own community colleges. There are some 23 of these institutions throughout the country. They, along with UTTC are capable of providing a good deal of vocational education to their tribes. But they need adequate funding to do so. Although they receive funds under the Tribally Controlled Commnity College Act, they receive little specifically for vocational education.

Vocational education is provided through Carl Perkins Vocational Education Act funds if Indian students attend public schools which are eligible. However, a large number of those students attend schools which are tribally controlled or operated directly by the Bureau of Indian Affairs. These schools are not eligible for such funding. The national survey showed that approximatley 35% of the population of the tribes sampled are under the age of 16. Clearly there is a large pool of students who might take advantage of vocational education if it were available.

Given the unmet need for vocational education identified by the survey, funding should be dedicated to this sector of the educational world.

The third directed priority involves the need for research into vocational education. The survey appended to this testimony is an indication that work is needed. It had to be conducated on a volunteer basis because there is no consistent data collection procedure in place to develop the kinds of statistics needed. When the tribes in the survey were asked about barriers to their applying for vocational funding from any source, they responded that awareness and information were big barriers. Technical assistance was also lacking in a large portion of those tribes. A priority to develop research and technical assistance capabilities for American Indians is needed.

It might be well, at this point, to summarize the points made in this testimony:

* The United Tribes Technical College needs to become a directed priority in this reauthorization action. In order to increase stability of operation and thus, improve the already good service it delivers, it must be removed from the threat of administrative budget cuts.

* There continues to be an unmet need for vocational programs directed toward Indians. The total number of programs could increase significantly if adequate funding and assistance were available. An increase in the number of programs could help in the economic development initiatives of Indian tribes.

* Tribally controlled community colleges offer a significant vehicle for vocational programs. Although they are funded for other reasons under other programs, vocational funding is needed under a setaside program.

* Indian students are not adequately served in existing high school prorams. In order to realize the vocational potential of these students, funding needs to be stabilized at a higher level.

- Technical assistance and research aimed at assisting tribes to increase their vocational offerings is needed. Technical assistance is needed to disseminate informaiton and to help with applications. Research is needed to ascertain with more detail need for and effects of vocational education.

Mr. Chairman, on behalf of United Tribes and of the people who are served by that college, thank you for your time and consideration in hearing this testimony. Your careful review and considertion of our findings and recommendations is appreciated.

If you should need further information or desire further data, do not hesitate to contact us.

SUMMARY REPORT
NATIONAL INDIAN VOCATIONAL EDUCATION NEEDS ANALYSIS
(1988-89)

THE AD HOC COMMITTEE
ON NATIONAL INDIAN VOCATIONAL EDUCATION

AD HOC Committee Coordinator, David M. Gipp
3315 University Drive
Bismarck, N.D. 58504

FOREWORD

This document is the result of research conducted by an *ad hoc* committee formed by concerned Indian educators to examine the status of Indian vocational education. The reader has basically two options in reading this report.

- * Those who are interested in the background, item by item analysis, and a discussion of findings should read the entire report

- * Those who wish to come immediately to the meanings of the report need read only the discussion section

INTRODUCTION

In March of 1988, concerned individuals in Indian vocational education formed an ad hoc committee to study the status of Indian vocational education nationally. The group held a series of meetings over a year's time at both United Tribes Technical College (UTTC) in Bismarck, North Dakota, and at Crown Point Institute of Technology (CIT) in Crown Point, New Mexico. These two institutions are the nation's only tribally-controlled postsecondary vocational institutions. Representatives of Tribes, economists, tribal college presidents, representatives of national Indian advocacy organizations such as The American Indian Higher Education Consortium, The National Indian Education Association and the National Indian School Board Association attended these meetings along with a broad range of Indian educators. The committee did not restrict participation so that the range of input would be as representative nationally as possible.

The need for these conferences became apparent when it became clear that the demand for vocational training by Indian entities was seen to be growing while the capacity of tribes and tribal institutions was not growing commensurately. UTTC and CIT and many of the nation's 21 tribal colleges have waiting lists of applicants seeking vocational training. Tribal planners and economists seem to be looking more and more to tribal vocational education programs to provice manpower to their economic development plans. The tribes involved are increasingly aware that vocational education must play a significant role in developing a self-sufficient economic infrastructure. The simultaneous problem of high rates of unemployment on reservations convinced the framers of the ad hoc committee that such an effort was needed.

As discussion advanced it became clear that:

* In some instances employment opportunities existed but tribal citizens lacked the specialized skills needed to take advantage of them
* Tribal populations and welfare rolls were growing

But educators did not know the extent of these problems nationally.

Objectives of these conferences included finding out what the extent was and to determine methods through which tribal vocational education options could be made available. It became apparent as the conferences progressed that a study to determine some of these parameters would be very useful. This document is the report of that study.

METHODOLOGY

Members of the *ad hoc* committee developed an instrument which, in a straightforward manner, sought to find out (a) characteristics of the tribes which responded, (b) the experience of these tribes in obtaining funding for vocational education and (c) some perceptions of the responding tribes about selected aspects of vocational education. This instrument is attached as Appendix A.

Two hundred eighty tribes were asked to participate in the survey. Due to personnel and resource shortages and due to the staff of the study itself being volunteer with many other demands on their time, only seventy nine tribes responded. Of the seventy nine respondents, two were eliminated because of duplication, three were eliminated because the population they represented was so great as to skew the statistics developed and seven were not usable. On many of the other forms, one or more items were not checked so the numbers responding to any one item vary considerably throughout the study.

UTTC, CIT and Oglala Lakota College in Kyle, South Dakota, conducted the study during the eleven month period from April, 1988 to March, 1989. The nation was divided into a Northern and Southern tier with CIT collecting data from the Southern Tier. UTTC and Oglala Lakota College conducted the survey in the Northern Tier. An earlier analysis provided separate results for the two tiers. This study combines the data to provide a national picture.

FINDINGS

Characteristics of Responding Tribes

Sixty five tribes reported their sizes. The table below summarizes this population information.

TABLE 1

Sizes of Responding Tribes (Grouped Data)

Population	Number
Under 500	16
501 - 1500	13
1501 - 2500	12
2501 - 3500	5
3501 - 4500	1
4501 - 5500	4
5501 - 6500	4
6501 - 7500	1
7501 - 8500	3
8501 - 9500	0
Over 9500	6

Three respondents - Navajo, Minnesota Chippewa, and Oklahoma Choctaw were held out of this analysis because it was feared that their great size would skew results. The Navajo population report was 181,731 while that of the Minnesota Chippewa was estimated at 35,000. The Choctaw of Oklahoma reported 26,884 members.

The survey instrument asked the tribes to estimate their unemployment rates. The lowest rate reported was 7%; the highest, 90%. The median rate was 45%. The distribution was bi-modal with the largest number of tribes reporting either 50% or 75%. There were 62 valid responses from the 68 analyzed. The three larger entities indicated rates that ranged from 30% to 60%. The data from these three indicate that the rate is about the same as the larger sample.

Another characteristic that was thought to be of interest had to do with the education of members. Tribes were asked to estimate their dropout rates both on- and off-reservation. The median on-reservation dropout rate for the 47 tribes which responded to this item was 27.5%. Only 29 tribes reported an off-reservation rate. The median for this item was .4%. A number of the respondents indicated that the dropout rate was only an estimate with little data to support it. The three larger entities reported attrition rates ranging from 9 to 40%. The range reported by the larger sample was from 0% to 99%. The off-reservation rate for the three large groups ranged from 15% to 60% while the range from the larger sample was 0% to 80%.

The *ad hoc* committee was interested in determining what the educational level of the reservations served was. Accordingly, a question asking for an estimate of "average educational level" was included in the survey. Table 2 provides the results of that question for the 54 tribes which responded.

TABLE 2

Reported Average Grade Level (N=54)

Level	Number	Percent
7	2	3.7
8	6	11.1
9	12	22.2
10	12	22.2
11	9	16.7
12	11	20.4
12+	2	3.7

The three larger entities ranged from 6th to 11th grade.

When asked how many students were currently attending non-tribal postsecondary institutions, 55 tribes reported. The median number reported was 21. An interesting result of this item was that the modal response was 0 which means that the largest number of tribes reported that no students attended such institutions. Naturally, the three larger tribes had larger numbers ranging up to an estimate of 10,000 students.

Table 3 presents the results of a question concerning the numbers of students who completed various levels of education. This data should be taken with a great deal of caution because of an apparent confusion over whether the question meant to determine the number of graduates in a given year or the number overall. Two categories - completers of vocational programs and completers of certificate programs - were combined for this analysis and both are represented by VoTech completers. The average number of responses was 43.

TABLE 3

Median Numbers Completing Various Programs

Program	Number
Two-Year	3
VoTech	5
Bachelors	5
Masters	1

FUNDING EXPERIENCE

Each responding tribe was asked to report its funding experience with a number of federally-sponsored programs. Respondents were asked to provide information about their experience with the following programs:

1. USDE Carl Perkins Set-Aside
2. USDE Carl Perkins - State
3. USDE Title IV, Part C
4. USDE Bilingual Vocational Education
5. USDI/BIA Employment Assistance AVT
6. USDOL JTPA - Federal
7. USDOL JTPA - State

Table 4 summarizes the reported experience with funding under these programs.

TABLE 4

Reported Experience with Funding Sources

	Never Applied	Applied, Rejected	Applied, Funded	Pending	Number Responding
SET-ASIDE	41	6	10	2	61
STATE	50	2	6	0	58
TITLE IV,C	38	12	11	0	61
BILINGUAL	46	6	4	0	56
AVT	23	3	34	0	60
JTPA/FED	21	4	31	0	56
JTPA/STATE	35	3	9	0	47

Tribes appear to have greatest success with DIA/AVT funding. Size of enrollment appeared to be a significant variable when funding success is considered. Of those tribes with membership of fewer than 500, all 15 indicated that they had never applied for the Carl Perkins Set-aside funding or funding through Carl Perkins state programs. As tribal enrollment increase findings cease to be quite so dramatic although more tribes indicated that they had unsuccessfully applied.

The study sought to get at some of the reasons why tribes had such varying success experiences with programs. So each respondent was asked to indicate whether any or all of 6 possibilities figured in their perceptions of their success. The 6 possibilities are:

* Not being aware of the nature of programs
* Not having sufficient technical assistance to apply
* Not having access to information
* Not having an infrastructure for the administration of programs
* Not having required facilities
* Not having needed equipment

The results of this question are given below in Table 5.

TABLE 5
Reasons for Application Problems

	Given As Reason	Percent	Number Responding
Awareness	23	34	67
Technical Assistance	19	28	67
Information	14	21	67
Infrastructure	10	15	67
Facilities	19	28	67
Equipment	21	31	67

PERCEPTIONS OF ASPECTS OF VOCATIONAL EDUCATION

The instrument contained an item which asked about perceptions of the effect of vocational programs on alcohol and drug abuse. Although tribes had some confusion in interpreting the question, approximately 80% indicated that they felt that vocational programs either were helping or would help their people in dealing with these problems. Most of the qualitative notes that often accompanied this response cited self concept ideas as their justification.

Fifty four of the 65 responding tribes said that their tribe had an overall economic development plan. Vocational Education was included in that plan by 71%.

Only 44% of the responding tribes (29 of 65) said that they were aware of their state's vocational plan. A total of 6 said that the plan put forth by the state represented them.

Finally, and perhaps most compellingly, when asked the simple question, "Do you need vocational education for your people?", an overwhelming 61 of 64 (95%) responded, "Yes, we do."

DISCUSSION

This study is limited in its applicability by the fact that it was conducted "on a shoestring" and, as all such studies do, it suffers methodological problems. Specifically, this study has a relatively small return (25% of those being asked). Further, the conditions of administration of the instrument were not standardized because of the volunteer nature of the data collectors.

Be that as it may, the study still provides some important indications of directions that tribes lean with regard to vocational education. Thus, the discussion that follows has a certain validity if taken as indicators of direction and not as absolutes.

First, the data collected appear to corroborate many old statistics: unemployment and school attrition is high; educational attainment is low. And completion of programs in non-tribal institutions is still very low. The implication of this last finding when contrasted with completion rates of 70-90% in such Indian institutions as UTTC and CIT must be that such institutions have a high probability of return on federal dollars invested.

A second point of major importance in this study is that many tribes either do not apply for funding or apply and are unsuccessful. Only 16% of responding tribes said that they had applied for and received funding from the Set-aside moneys. The program that tribes experienced the greatest success with, Bureau of Indian Affairs AVT saw only a 56% success rate. Only 10% of the respondents were successful in Carl Perkins State programs. When asked for some of the reasons for not being successful they indicated that in 34% of the cases, awareness of the nature of the programs was a problem. Technical assistance and lack of facilities needed to apply each were problems for 28% of the respondents. Not having needed equipment was a problem for 31%. These data which generally show a lack of success in funding also lead to an indication that many tribes are in positions in which they need money (for TA, facilities, equipment) in order to become successful at getting funding. This situation is a most difficult one and needs attention.

These findings are particularly significant when taken in light of the overwhelming statement of need by tribal respondents. Tribes need vocational education. They also have the perception that such education would assist in efforts to combat alcohol/drug abuse in their areas.

Finally, the fact that an *ad hoc* committee conducted this study under less than ideal circumstances with attendant problems in interpreting the results of the study indicates a need for further, more systematic study of the whole area of Indian vocational education.

APPENDIX A

INPUT SURVEY FOR REAUTHORIZATION OF THE CARL PERKINS VOCATIONAL EDUCATION ACT

INSTRUCTIONS: The purpose of this survey is to quantitatively document for Congress the need for increased appropriations and increased participation in other parts of the Act for Indian.

1. Please complete the sections of the survey for which you have information whether or not the Tribe presently has vocational offerings.

2. If you do not have data to complete all questions, please complete those sections for which you have information and return.

TRIBE:______________________________ PHONE:____________________

ADDRESS:____

CONTACT PERSON:____

1. Current total tribal enrollment?

2. Estimated Unemployment rate:

3. High School drop out rate:

4. Average educational level:

5. Number of tribal members attending off-reservation (not tribally controlled) Colleges?

6. Number of tribal members completing off-reservation (not tribally controlled) Higher education, including:

ASSOC.

2 YEAR______ VOC/TECH:______ CERTIFICATE:______ BACHELORS:____

MASTERS:______ WE DO NOT FUND GRADUATE STUDENTS.

7. Number of tribal population under 16 years of age.

8. Number of tribal population between 16-35 years of age.

9. Have you ever applied for any of the following funding sources?

SOURCE	NEVER APPLIED	APPLIED BUT REJECTED	APPLIED FUNDED AMOUNT	NUMBER OF TRIBAL MEMBERS SERVED	YEAR
USDE Carl Perkins 1 $^{1}/_{4}$ % Indian Set-Aside:					
USDE State Carl Perkins Act:					
USDE Title IV, Part C Adult Education:					
USDE Bilingual Vocational Education					
USDE BIA Employment Assistance AVT:					
USDOL/JTPA - Federal:					
USDOL/JTPA - State:					
Other: (Specify)					
If none Specify here					

10. If the tribe does not apply for funding sources with which to offer vocational/technical education programs, please state reason.

a. No knowledge of program:
b. No technical assistance:
c. No access to information:
d. No administering infrastructure:
e. No facilities:
f. No training equipment:
g. Other:

11. If the tribe does offer vocational/technical training, does this service have impact on social problems such as alcohol or drug abuse?
YES_______ NO_______

12. Please explain response to #11:

Sisseton-Wahpeton Sioux Tribe
Lake Traverse Reservation
P. O. Box 509
Agency Village, South Dakota 57262
Phone (605) 698-3911

TRIBAL COUNCIL RESOLUTION NO. SWST-89-077

WHEREAS, The Sisseton-Wahpeton Sioux Tribe of the Lake Traverse Reservation is organized under a Constitution and By-laws adopted by the members of the Tribe on August 1-2, 1966; approved by the Commissioner of Indian Affairs on August 25, 1966; and,

WHEREAS, Article VII, Section 1, of the Constitution authorizes the Tribal Council to: (a) represent the Tribe in all negotiations with Federal, State, and local governments; (g) to take any action by ordinance, resolution or otherwise which are reasonably necessary, through committees, boards, agents, or otherwise, to carry into effect the foregoing purposes; and (h) to promote public health, education, charity, and other services as may contribute to the social advancement of the members of the Sisseton-Wahpeton Sioux Tribe; and,

WHEREAS, The Sisseton-Wahpeton Sioux Tribe is a member of the United Tribes Technical College, represented through it's Tribal Chairman and Tribal Secretary; and,

WHEREAS, The United Tribes Technical College was founded in 1969 and has served reservation based populations for some twenty years in vocational technical education, particularly American Indian families and individuals from as many as 39 different tribes and 15 different states; and,

WHEREAS, The United Tribes Technical College is a proven program and postsecondary vocational education institution, dedicated to economic, social and cultural self-sufficiency of tribal populations served on a 105 acre campus; and,

WHEREAS, The United Tribes Technical College is accredited at the technical certificate and two year degree levels and also accredited at the preschool and elementary school levels for it's Theodore Jamerson Elementary School; and,

WHEREAS, United Tribes has a demonstrated record of providing and developing vocational education opportunities for Tribes and American Indian populations throughout the United States; and,

WHEREAS, United Tribes was the key organization to have fostered, requested and assisted the U.S. Congress in enabling the "Native American and Hawaiian Vocational Education Set Aside" in 1977, 1981, and 1984; and,

WHEREAS, The aforementioned set aside is a program administered by the U.S. Department of Education under the Carl D. Perkins Vocational Education Act; and,

WHEREAS, There is a demonstrated "unmet need" and lack of "specific prioritization" for tribal governments, tribal organizations, BIA funded schools, tribal colleges and for such vocational institutions as United Tribes Technical College and Crownpoint Institute of Technology, and a need for Indian/Tribal vocational education research; and,

WHEREAS, The annual resources for these unmet needs and priorities is insufficient at 1.5%.

NOW, THEREFORE, BE IT RESOLVED, The Sisseton-Wahpeton Sioux Tribe does herein endorse, support and urge the U.S. Congress to enable H.R. 1265 and it's companion Bill S. 496 as a measure to more equitably meet the needs of federally recognized tribes, their respective populations and entities to improve economic self-sufficiency; and,

FURTHER, BE IT RESOLVED, That the Tribe does hereby support the provisions for a set aside at not less than 3% and the designated priorities contained in H.R. 1265 and S. 496; and,

FINALLY, BE IT RESOLVED, That the authorizations and amendments to any newly authorized legislation of the Carl Perkins Vocational Education Act include such priorities and the specific support indicated for united Tribes Technical College and Crownpoint Institute of Technology.

CERTIFICATION

We, the undersigned duly elected Chairman and Secretary of the Sisseton-Wahpeton Sioux Tribal Council do hereby certify that the above resolution was duly adopted by the Sisseton-Wahpeton Sioux Tribal Council, which is composed of 18 members, of whom 18 constituting a quorum, were present at a Tribal Council meeting, duly noticed, called, convened, and held at TiWakan Tio Tipi, Agency Village, South Dakota, on September 6th, 1989, by a vote of 16 for, 0 opposed, 0 abstained, 1 absent from vote, 1 not voting, and that said resolution has not been rescinded or amended in any way.

Dated this 6th day of September, 1989.

ATTEST:

RUSSELL HAWKINS
Tribal Chairman
Sisseton-Wahpeton Sioux Tribe

MICHAEL I. SELVAGE
Tribal Secretary
Sisseton-Wahpeton Sioux Tribe

RESOLUTION

NO. 171-89

WHEREAS, the Standing Rock Sioux Tribe is an unincorporated Tribe of Indians having accepted the Indian Reorganization Act of June 18, 1934, and the recognized governing body of the Tribe is known as the Standing Rock Sioux Tribal Council; and

WHEREAS, the Standing Rock Sioux Tribal Council, pursuant to the Constitution of the Standing Rock Sioux Tribe, Article IV, Section 1(a) and 1(c), is empowered to negotiate with Federal, State, local governments and others on behalf of the Tribe and to promote and protect the health, education and general welfare of the members of the Tribe; and

WHEREAS, the Standing Rock Sioux Tribe is a member of the United Tribes Technical College (UTTC) represented through its Tribal Chairman and a Tribal Government Representative; and

WHEREAS, the United Tribes Technical College was founded in 1969 and has served reservation based populations for some twenty (20) years in vocational technical education, particularly American Indian families and individuals from as many as 39 different tribes and 15 different states; and

WHEREAS, the United Tribes Technical College is a proven program and post-secondary vocational education institution, dedicated to economic, social and cultural self-sufficiency of tribal populations served on its 105 acre campus; and

WHEREAS, the United Tribes Technical College is accredited at the technical certificate and two year degree levels and also accredited at the preschool and elementary school levels for its Theodore Jamerson Elementary School; and

WHEREAS, United Tribes has a demonstrated record of providing and developing vocational education opportunities for Tribes and American Indian populations throughout the United States; and

WHEREAS, United Tribes was the key organization to have fostered, requested and assisted the U.S. Congress in enabling the "Native American and Hawaiian Vocational Education Set Aside" in 1977, 1981 and 1984; and

WHEREAS, the aforementioned set aside is a program administered by the U.S. Department of Education under the Carl D. Perkins Vocational Education Act; and

WHEREAS, there is a demonstrated "unmet need" and lack of "specific prioritization" for tribal governments, tribal organizations, BIA funded schools, tribal colleges and for such vocational institutions as United Tribes Technical College and Crownpoint Institute of Technology, and a need for Indian/Tribal vocational education research; and

WHEREAS, the annual resources for these unmet needs and priorities is insufficient at 1.5%; now

THEREFORE BE IT RESOLVED, that the Tribe does herein endorse, support and urge the U.S. Congress to enable H.R. 1265 and its companion Bill S. 496 as a measure to more equitably meet the needs of federally recognized tribes, their respective populations and entities to improve economic self-sufficiency; and

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Resolution No. 171-89

BE IT FURTHER RESOLVED, that the Tribe does hereby support the provisions for a set aside at not less than 3% and the designated priorities contained in H.R. 1265 and S. 496; and

BE IT FINALLY RESOLVED, that the authorizations and amendments to any newly authorized legislation of the Carl Perkins Vocational Education Act include such priorities and the specific support indicated for United Tribes Technical College and Crownpoint Institute of Technology.

BE IT FURTHER RESOLVED, that the Chairman and Secretary of the Tribal Council be authorized and instructed to sign this resolution for and on behalf of the Standing Rock Sioux Tribe.

CERTIFICATION

We, the undersigned Chairman and Secretary of the Standing Rock Sioux Tribal Council, hereby certify that the Tribal Council is composed of 17 members of whom 16 , constituting a quorum, were present at a meeting thereof duly and regularly called, noticed, convened and held on the 24th day of August , 1989, and that the foregoing resolution was duly adopted by the affirmative vote of 13 members, with 0 opposing and with 3 not voting. The Chairman's vote is not required except in case of a tie.

Dated this 24th day of August , 1989.

Charles W. Murphy, Chairman
Standing Rock Sioux Tribe

ATTEST:

Perry G. Manywounds, Secretary
Standing Rock Sioux Tribal Council

(OFFICIAL SEAL)

RESOLUTION NUMBER 3933-03-89 OF THE DULY ELECTED AND CERTIFIED
GOVERNING BODY OF THE TURTLE MOUNTAIN BAND OF CHIPPEWA INDIANS

WHEREAS, the Turtle Mountain Band of Chippewa Indians, hereinafter referred to as the Tribe, is an unincorporated Band of Indians acting under a revised Constitution and By-Laws approved by the Secretary of the Interior on June 16, 1959, and amendments thereto approved April 26, 1962, and April 03,1975; and

WHEREAS, Article IX (a) Section 1 of the Turtle Mountain Constitution and By-laws empowers the Tribal Council with the authority to represent the Band and to negotiate with the Federal, State and Local governments and with private persons; and

WHEREAS, the Turtle Mountain Chippewa Tribe is a member of the United Tribes Technical College, represented through it's Tribal Chairman and a Tribal Government Representative; and

WHEREAS, the United Tribes Technical College was founded in 1969 and has served reservation based populations for some twenty years in vocational technical education, particularly American Indian families and individuals from as many as 39 different tribes and 15 different states; and

WHEREAS, the United Tribes Technical College is a proven program and postsecondary vocational education institution, dedicated to economic, social and cultural self-sufficiency of tribal populations served on it's 105 acre campus; and

WHEREAS, the United Tribes Technical College is accredited at the technical certificate and two year degree levels and also accredited at the preschool and elementary school levels for it's Theodore Jamerson Elementary School; and

WHEREAS, United Tribes has a demonstrated record of providing and developing vocational education opportunities for Tribes and American Indian populations throughout the United States; and

WHEREAS, United Tribes was the key organization to have fostered, requested and assisted the U.S. Congress in enabling the "Native American and Hawaiian Vocational Education Set Aside" in 1977 1981 and 1984; and

WHEREAS, the aforementioned set aside is a program administered by the U.S. Department of Education under the Carl D. Perkins Vocational Education Act; and

WHEREAS, there is a demonstrated "unmet need" and lack of "specific prioritization" for tribal governments, tribal organizations, BIA funded schools, tribal colleges and for such vocational institutions as United Tribes Technical College and Crownpoint Institute of Technology, and a need for Indian/Tribal vocational education research; and

WHEREAS, the annual resources for these unmet needs and priorities is insufficient at 1.5%; now

THEREFORE BE IT RESOLVED that the Tribe does herein endorse, support and urge the U.S. Congress to enable H.R. 1265 and its companion Bill S. 496 as a measure to more equitably meet the needs of federally recognized tribes, their respective populations and entities to improve economic self-sufficiency; and

Resolution Number 3933-03-89
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BE IT FURTHER RESOLVED that the Tribe does hereby support the provisions for a set aside at not less than 3% and the designated priorites contained in H.R. 1265 and S. 496; and

BE IT FINALLY RESOLVED that the authorizations and amendments to any newly authorized legislation of the Carl Perkins Vocational Education Act include such priorities and the specific support indicated for United Tribes Technical College and Crownpoint Institute of Technology.

CERTIFICATION

I, the undersigned Tribal Secretary of the Turtle Mountain Band of Chippewa Indians, do hereby certify that the Tribal Council is composed of nine (9) members of whom *five (5)* constituting a quorum were present at a meeting duly called, convened, and held on the *16th day of March, 1989*, that the foregoing resolution was adopted by an affirmative vote of *four (4) in favor;* with the Chairperson not voting.

Jolean Peltier
Jolean Peltier, Tribal Secretary

CONCURRED:

Twila Martin-Kekahbah
Twila Martin-Kekahbah, Tribal Chairperson

TESTIMONY

OF

AMERICAN INDIAN HIGHER EDUCATION CONSORTIUM

ON

REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT

BEFORE THE

SENATE SELECT COMMITTEE ON INDIAN AFFAIRS

PRESENTED BY

MR. GERALD MONETTE, PRESIDENT

TURTLE MOUNTAIN COMMUNITY COLLEGE

SEPTEMBER 15, 1989

TURTLE MOUNTAIN COMMUNITY COLLEGE
P.O. BOX 340
BELCOURT, NORTH DAKOTA 58316
(701-477-5605)

Mr. Chairman: I would like to thank you for this opportunity to testify before you on S. 496. My name is Gerald Monette. I am President of Turtle Mountain Community College, a member of AIHEC. I am here today to present to you the position of all American Indian Higher Education Consortium Institutions.

As a member of the Ad Hoc Committee on National Indian Vocational Education I have been involved in the many meetings over the past 18 months on the needs of Indian vocational education. These meetings have led to our endorsement of S. 496 as the comprehensive legislative vehicle through which these needs for Indian people will be met.

The American Indian Higher Education Consortium is comprised of the nation's 26 postsecondary institutions serving Indian people.

AIHEC thanks this Committee for this opportunity to formally present our views on S. 496, amendments to the Carl D. Perkins Reauthorization of 1989.

AIHEC fully endorses S. 496 in its present form and urges its immediate adoption by the Senate with all its provisions maintained in the Conference.

Two AIHEC members, United Tribes Technical College and Crownpoint Institute of Technology, are without statutory protection. Although in spirit these institutions fit within the Congressional intent of the Tribally Controlled Colleges Act, they do not qualify due to the technicality of only one Institution per Tribe. We endorse full operational stability to all tribally controlled postsecondary institutions, including the nations only two accredited tribally controlled vocational/technical institutions.

The majority of the AIHEC institutions are the colleges. These institutions are firmly established and have a proven record of success that is well known to this Committee.

Most Indian tribes are developing economic development plans to consider ways and means of orderly industrialization. Appropriate training is the key to the success of these efforts. This requires vocational education opportunities designed in relation to anticipated manpower needs. These opportunities must be flexible enough to respond to the changing and/or rapidly developing employment opportunities.

Indian postsecondary institutions are a mechanism available to begin meeting these needs. We are showing success in what we do, we work with the tribal members. If given the opportunity the Indian postsecondary institutions will provide the manpower training needed to strengthen tribal economic development.

The colleges offer courses and programs that are relevant to the communities and reservations they serve. They are at the heart of providing the skilled personpower for jobs that will comprise tribal economic endeavors. Most colleges also offer individual entrepreneurial training for Indian individuals who want to conduct their own small businesses on, or off, the reservation.

Vocational Education is a critical component of tribal college offerings as all postsecondary education ultimately results in vocational placement and/or enhancement. By definition vocational education is not restrictive. Despite the important role of the tribal colleges in this arena they have experienced a lack of stability in the grant allocations under both the States administration and the U.S. Department of Education 1 and 1/4% Indian set-aside. While the programs funded under these sources are highly successful and deeply appreciated, by their very nature they are intended to be supplemental and not intended to be the source of base funding for our institutions.

The highly discretionary nature of the administering processes of both these vehicles leaves the colleges never knowing if they will receive any funding, and if they do, amounts cannot be anticipated.

This is partially the result of the U.S. Department of Interior, Bureau of Indian Affairs refusal to meet the 1 and 1/4% match over the past decade. Since 1978 this has resulted in an aggregate loss to national Indian vocational education of some $60 Million.

Of those applications which are funded under the USDE set-aside, only one in five is funded on average and that nearly always at significantly less than need.

The current Indian set-aside is highly inadequate in both level of funding and its discretionery nature. We therefore do not endorse the House version of the reauthorization which proposes to continue five more years of the same.

That vehicle has had more than a decade to prove itself, and it has proven itself ineffective. S 496 ensures that insofar as the Congress appropriates national funds Indian people will receive that which the Congress intends.

Currently although the States count their Indian citizens for purposes of their State allocations, this money does not effectively trickle down to Indian people in tribal colleges, the very institutions with the proven highest success rate for the education of our people. Nor do any statistics evidence that Indian students are for the most part enrolling in off-reservation mainstream vocational institutions.

Indian people opt for tribal college vocational education for the same reasons that they reject mainstream colleges and universities in favor of tribal college education.

Further, nearly all Indian vocational students are disadvantaged as defined in the current statute, a priority, and are still severely underserved.

In 1984, this problem had been ongoing for several years and it was brought to the attention of the Congress during the last Carl Perkins reauthorization. Congress provided language to clarify to the States that the Indian set-aside did not preclude their serving state Indians. Yet, in the 5 years that have since elapsed little progress has been made. The last decades' record of states service should establish without doubt that this reauthorization must include firm guarantees that tribal institutions will participate fully in monies provided under the Carl D. Perkins Act. S 496 ensures that this will happen.

Over the past eighteen months we participated in an ad hoc effort to assess national Indian vocational needs. An analyses of responses of the 79 Tribes participating has led us to conclude that the unemployment rate on reservations, tribal efforts toward developing healthy comprehensive economic infrastructures, economic disadvantage, and the large populations of Indian youth are in vast negative disproportion to those conditions for non-Indian America (these detailed findings are submitted for the record). Accordingly, an ensured increase in the reauthorization is warranted. The amounts proposed in S 496 would enable further participation of tribes and Indian secondary students, whose prior participation has been severely limited and often excluded.

We urge this Committee to adopt S 496, and to do all in its power to advocate expedient enactment into law.

Thank you for this opportunity to express to you our concerns.

INDIAN AND NATIVE HAWAIIAN VOCATIONAL EDUCATION PROGRAMS
(1988-89 Needs Analysis)

HISTORICAL OVERVIEW

The national "Indian Vocational Program" was developed in 1976 and enabled by the U.S. Congress in 1977, during reauthorization of the Vocational Education Act of 1963. In 1984 Hawaiian Natives were included during reauthorization of what became the Carl Perkins Vocational Education Act. It is the Indian and Hawaiian Native programs, Title I, Part A, Section 103 of P.L. 98-524.

The first national Indian program was largely generated as a result of sponsorship by former Congressmen Albert Quie (R., Minnesota) and Michael Blouin (D., Iowa). This bipartisan House effort culminated in 1977 with an initial Indian program at one percent. Among other stipulations it required that the Bureau of Indian Affairs match funds by a commensurate amount, and authorized the Secretary of Education to administer the program to Indian Tribes.

The Indian programs were first authorized nationally (and subsequently reauthorized) because of unmet needs, but more specifically included:

1. the unique status of federally recognized Tribes. In particular, Congress recognizes, by treaty or federal law, some 400 Indian Tribes and Alaska Native Communities;
2. the federal trust responsibility to Indian Education, more recently clarified in Section 5203 of P.L. 100-297;
3. historically, federally recognized tribal and Alaska Natives populations were either precluded or minimally served by the various states - an ongoing problems for tribal governments;
4. lack of access by reservation-based Indian populations to vocational education programs due to such factors as geographic and economic isolation, or lack of culturally and community based programs;
5. the lack of vocational education opportunities for Indian youth and adults especially as it relates to the necessary vocational skills for tribal economic development;
6. the issue of enhancing local control at the tribal government level, where decisions could be made in accord with economic, cultural considerations for self-sufficiency and self-determination. This original effort is well within the accord of P.L. 93-638, The Indian Self-Determination and Educational Assistance Act. This accord continues under the current national Indian vocational authorization.

In 1977 twenty (20) Tribes and Tribal organizations were funded at a level of $5.2 million. There were 78 applications in competition for the discretionary program. By appropriation year 1988 the Department of Education funded 52 tribal projects out of some 105 tribally competitive applicants for a total funding level of $10.4 million. From 1977 to 1989 some 636 Tribes and Tribal organizations have applied, while 409 have been funded. Over the past twelve years $79.7 million has been directed toward tribal vocational education programs from the Department of Education. The Department of Interior's Bureau of Indian Affairs has never jointly matched funds, although mandated by the U.S. Congress. More on this subject later.

The total number of unduplicated tribes served since 1977 is 85 with tribal grantees located in 25 unduplicated states. An average of 5,000 students are served each year with a 75% placement rate of certified graduates. Data originates from the United States Department of Education.

The national programs for Indian Tribes and Tribal organizations is currently earmarked at one and one quarter (1¼) percent and one quarter (¼) percent for Hawaiian Natives.

Although the U.S. Department of Education is the authorized administering agency for the "national Indian vocational education programs," the Bureau of Indian Affairs (BIA) is mandated under current law to participate and equally match funds. Since 1977 the Bureau of Indian Affairs has successfully obtained Congressional waivers to match Department of Education appropriations for this program. In effect, the Bureau has been able to avoid its Congressionally prescribed mandate. Additionally, the BIA is designated under the Carl Perkins Vocational Education Act as the "State Board of Indian Vocational Education," thus utilizing a "51st state concept for Indian Tribes." Nevertheless, the Bureau of Indian Affairs has never established an Indian board comprised of tribal representatives. No national Indian consultation or policy development has ever taken place as it regards the Bureau of Indian Affairs and vocational education. The Bureau of Indian Affairs, in accord with existing law, does consult and advise the Department of Education as to the list of "certified eligible Tribes and Tribal organizations" which apply under the existing discretionary programs.

THE CONTINUED NEED - A NEEDS ANALYSIS (1988-1989)

Recognizing the value of vocational education to American Indian Tribes and Alaska Native communities, a group of concerned Indian educators began reviewing the status of Indian vocational education in the Spring of 1988.

Representatives from the Crownpoint Institute of Technology and United Tribes Technical College, both the first Tribally controlled vocational education institutions, convened a series of meetings. The Ad Hoc Committee for Indian Vocational Education included representatives from the Tribally controlled colleges, the National Indian Education Association, the National Indian School Board Association, the Association of Contract Schools and various Tribal governments and grantees.

Issues discussed included various examples of successful Tribal programs, and the needs and problems confronting Tribes now through the end of the 20th Century.

What was evident is that a high percentage - upwards of 90% - of Indian youth and adult workforce will spend their lives in technical or vocational occupations. Yet the indicators are the federally recognized tribal populations are not being served in adequate numbers - either in preparation for tribal economic development or as a result of greater calls by Tribal government to establish local priorities themselves.

The "Ad Hoc" group noted a major goal of "maximizing participation of Tribes/Indian populations for opportunities in vocational education" - relative to local tribal control, economic and cultural self-sufficiency.

Next it was important to determine what the needs, accomplishments and importance Indian vocational education have to Tribal communities. A "national needs analysis" - independent of government sponsorship - was developed and administered to some 280 of 400 federally recognized Tribes. Crownpoint Institute of Technology and Oglala Lakota College administered a 24 question instrument during the Summer, 1988. Twenty-eight (28) percent of this group responded to the national survey. Tabulation of results and analysis was conducted by CIT and United Tribes Technical College. Data and responses were analyzed question by question. Data was reported in frequencies and ranges, and comments from respondents were listed. The full study is also being reviewed under a "statistical program for the social sciences."

THE UNMET TRIBAL NEED IN VOCATIONAL EDUCATION

The total population ascertained through this national survey was nearly 460,000. Unemployment ranges from a low of seven (7) percent to a high of ninety (90) percent of the targeted Tribes. The *Northern tier* of Tribes averaged a fifty-two (52) percent unemployment rate.

Of the Tribes surveyed in Northern and Southern tiers, * thirty-five (35) percent of the Indian population is under the age of sixteen. Thirty-four (34) percent are estimated to be between the ages of sixteen to thirty-five.

The analysis indicates that Tribes recognize and need vocation education programs. Many tribal groups had little knowledge of the national Indian vocational education program under the Carl Perkins Vocational Education Act. Tribal responses were indicative of a greater need for technical assistance and information about the program. Most Tribes indicated that vocational education had a positive impact on the drug and alcohol problem on reservations (seventy ((70)) percent among the Northern tier of Tribes surveyed). They noted such reasons as follows:

> "Vocational training provides tribal members with the skills necessary to obtain jobs on and off the reservations. Many of our trained tribal members have gone into business for themselves and those who are able to find jobs have become self-sufficient. They then refrain from excessive alcohol and drug abuse."

Nearly all tribal respondents noted the value and importance of vocational education to local reservation economies. Note the following response:

> "Indian Tribes throughout the U.S. are utilizing their resources through economic development. In order for economic development to occur, people must be educated, one way or another. A vocational education program will help Tribes to educate our own people so that we may become actively involved and employed in our own Tribe's economic development."

In addition to such comments, nearly all Tribes surveyed indicated they had economic development plans, and over three fourths had accounted for tribal vocational education in such plans. Nevertheless, there remained a strong need to actually provide such programs.

In regard to "States", fifty-six (56) percent of Tribal respondents were not aware of "state vocational education plans," while nearly eighty-six (86) percent reported no representation in such state plans.

As to Tribes which have utilized national Indian vocational programs to their successful advantage, there are numerous examples and models. The Mississippi Choctaw have tied in vocational education to training for their tribal industries. This tribe has sold products as a result of their vocational programs, very similar to the United Tribes Technical College which has built and sold houses and utilized such income to regenerate and support its vocational programs.

The Bay Mills project in Michigan, the Penobscots in Maine, and the Salt River Tribe, Arizona, all have placement rates ranging from ninety to one hundred percent. All have programs tied to local economic development.

The Devils Lake Sioux Tribe, Fort Totten, North Dakota, has utilized its local tribal college to provide training for its own multi-million dollar manufacturing company. Vocational education funds have enabled this Tribe to establish a pool of trained tribal members. The goal of the Tribe is to move the unemployment rate from sixty-five (65) percent to a (100) percent employment level.

As indicated, however, respondents to the national needs analysis specified over 40 different vocational occupations which were needed in their home communities. These ranged from business and computer technologies to the standard trades to the medical and natural resources fields. A survey response from the Omaha Tribe reads:

> "... I look around and see many secretaries, carpenters, nurses and building maintenance people along with . . electricians who are working at good jobs made possible through their vocational education. It is a valuable tool and I would like to see Tribes who have never had vocational programs be funded..."

There is evidence that a number of tribal models have developed since 1977 in delivering vocational education programs at the local level. These include programs administered directly by tribal governments, (more programmatic and short term in nature) and institutional models. All are enabled through tribal government authorization.

THE TRIBAL VOCATIONAL EDUCATION INSTITUTIONAL MODELS

At the postsecondary level two Tribally controlled vocational education models exist. These are the Crownpoint Institute of Technology (CIT), Crownpoint, New Mexico, and United Tribes Technical College (UTTC), Bismarck, North Dakota. While each vary in their approach to Indian students, both specialize in providing vocational education. The oldest, United Tribes (UTTC), was founded by the North Dakota Tribes in 1969 and has been in continuous service to Tribes throughout the region and country. Crownpoint is chartered by the Navajo Tribe and has been in operation since 1979. Both are campus-based institutions and are accredited by the North Central Association of Colleges and Schools.

In the case of United Tribes its unique emphasis is on the overall development of the "Indian Family," while serving the adult education and vocational skills of the individual adult. As a result of this emphasis, children who are student dependents are served on the 105 acre campus at a nursery, preschool and elementary school (K-8). The philosophy is that "while the adults are learning so should the children." Along with skills training for the adult and child, there is a need to also build the self-esteem and confidence of each learner. Child and adult will acquire the skills and individual persistence to successfully compete in the world of work.

Thus, United Tribes serves an average of 275 adult students and some 180 children from August to May of each year. Eleven different vocational programs are offered, along with adult basic education programs and special programs to upgrade English, reading, math and science skills. While students attend primarily from North Dakota, South Dakota and Montana, they are also from Utah, Nebraska, Wyoming, Wisconsin, Michigan, Washington and six other states. A range of 15 to 39 different tribes have been served.

The average age of adult students is 22, and the average number of students on the United Tribes "waiting list" is 200. The strongest numbers represented on the waiting list is the single parent family-usually a young mother with two children.

For the past ten (10) years the placement rate for United Tribes graduates is some eighty (80 percent and the same at Crownpoint Institute of Technology (CIT) for 1988. CIT has a completion rate of ninety (90) percent of its enrollment.

Both institutions provide adult education and survival skills - job seeking and job keeping skills, consumer education and life management courses.

United Tribes offers one year and two year programs at the certificate granting and two year associate of applied science degree levels. Crownpoint offers one year certificates in nine vocational areas.

Aside from classroom and on-campus labs, both institutions rely on private employers for clinical and on-the-job training for successful student graduation.

At the Crownpoint Institute of Technology, the Navajo language is utilized in the classroom to augment English teaching methods. This has increased retention to nearly ninety (90) percent and accommodated highly successful placement rates. Most students are from the Navajo Nation and the school serves the needs of the Tribe and the major population centers on or near the reservation. The potential to serve other Tribes is great, considering another 60,000 American Indians are in Arizona, New Mexico, Utah and Colorado.

*"The National Indian Vocational Education Needs Analysis" was conducted by surveying the Northern and Southern portions of the U.S. respectively. See map in addendum.

CIT has a population base of 181,000 Navajo members with a projection at 236,000 by the year 2,000.

The Navajo population, itself, is young, undereducated, highly unemployed and half are living beneath the poverty level. The population as a whole is growing larger and younger.

A graduate from UTTC pays back in taxes through productive employment the investment in training in 6.3 years. A 1987 CIT graduating class of 135 former students paid $460,000 in federal taxes for that year alone. Both institutions render strong evidence of a worthwhile investment in Indian vocational education.

The sum is that both institutions serve as campus-based models for strengthening Tribally-based populations. Each serve as major stepping stones for students who come from severe, economically-depressed conditions. Each institution has detailed case testimonials of successful graduates and of students who are successful businesspersons.

THE TRIBAL COLLEGES AND VOCATIONAL EDUCATION

In addition, the Tribally Controlled Community Colleges serve as another model for Indian vocational education. There are some twenty-three located throughout the country. Eleven of these are currently providing such services to provide or strengthen such services to Tribal economic priorities. Although twenty one of these schools receive funds under the Tribally Controlled Community College Act, the funds for a vocational education emphasis are lacking. The Tribal College Act was the result of strong bipartisan advocacy in 1978. CIT and United Tribes do not receive nor are they eligible for Tribal College Act funds.

BUREAU OF INDIAN AFFAIRS FUNDED SECONDARY SCHOOLS

As to vocational education preparation for secondary school students, a predominant number are served through public schools which receive Carl Perkins Vocational Education Act funds via the state allocations. The exceptions to this, however, are those students who attend Bureau of Indian Affairs funded schools. These include schools which are tribally controlled or are directly operated by the BIA.

Given the fact that the independent "National Indian Vocational Education Needs Analysis" indicates that some 35% of the sampled population are under 16 years of age, it is apparent that a growing need exists.

The current Indian School Equalization Program (ISEP) formula which funds BIA operated or contracted schools is currently not adequate to support vocational education programs. Yet the need exists, but is not being met for these children.

NATIONAL TRIBAL RESEARCH AND ASSISTANCE

Based upon the survey, it is apparent that Tribes and tribal organizations have a wide range of informational and capacity building needs to effectively utilize and build vocational education programs. Responses ranged from the need for more information about the national Indian vocational education programs to some fifty-four (54) percent noting the need for technical assistance.

While most Tribes recognized the importance of linking vocational education to economic development, there is evidence that Tribes need to develop closer linkages to the existing private sector. Currently, most vocational education research is oriented toward states and their respective agencies and schools. With the exception of three national study efforts in the early 1980's, tribal vocational education and the economic studies of Tribes has not been consistently followed-up.

There is strong evidence based upon the analysis, of the need for specific research and assistance to tribes for developing relevant vocational education programs tied and tailored to the needs of American Indian populations.

SUMMARY

Based upon the information and data from the U.S. Department of Education and the "National Indian Vocational Education Needs Analysis" (1988-89), the following are conclusions:

(1) There continues to be a greater need - unmet to date - for Indian vocational education programs relative to economic development at the local Tribal level. The total number of programs funded would increase significantly if adequate funds were available. Not less than the one and one quarter (1¼) percent and a need exists for three percentum should be available. Growth for future Tribal programs could be - in part - accommodated by allowing for matched funds from Tribal or other federal resources with national Indian vocational education resources.

(2) The need to address vocational education opportunities for a growing population of Indian youth which attend BIA funded secondary schools. Currently, these schools are not eligible to receive state appropriated or state allocated Carl Perkins Vocational Education Act funds. Resources from the Indian Basic Education Act are not sufficient to provide adequate vocational education for this population.

(3) The need to consistently address postsecondary vocational education opportunities for tribally controlled institutions. In particular, funds need to be made available for Tribal Colleges and to maintain operation of postsecondary vocational education institutions such as Crownpoint Institute of Technology and the United Tribes Technical College. These schools are not eligible for state appropriated funds, and the receipt of federal funds from each state largely depends on the view of each state toward Tribal entities.

(4) There is a significant need to provide adequate technical assistance, research for applicable vocational education programs specific to Tribes and to accommodate linkages for Tribal economic development and vocational education. Oftentimes this work needs to be applied to specific tribal conditions, since the resources and infrastructure conditions may vary from one Tribe to another. This is indicative of the need for a "National Indian Center For Research In Vocational-Technical Training." Historically, the existing research centers have been oriented toward states and public schools. It is recommended that Indian preference be considered as a key among qualifications of providers.

Overall, it is apparent that locally defined and operated vocational education programs have demonstrated a greater promise for success in effectively serving Indian populations. It is evident that directed priorities within national Indian vocational education programs must be established, as outlined above.

National Indian Vocational Education Needs Analysis, 1989. Principal analysts: Georgianna Tiger and David M. Gipp.

SUMMARY REPORT: NATIONAL INDIAN VOCATIONAL EDUCATION NEEDS ANALYSIS (1988-1989)

THE AD HOC COMMITTEE ON NATIONAL INDIAN VOCATIONAL EDUCATION

In March of 1988 an ad hoc committee for national vocational education formed and began a year-long series of conferences that were spearheaded by the United Tribes Technical College (UTTC), of Bismarck, ND and the Crownpoint Institute of Technology (CIT) of Crownpoint, NM, the nation's only two tribally-controlled, postsecondary vocational/technical institutions. Participants included representatives of Tribes, economists, tribal college presidents, representatives of national Indian advocacy organizations, including the American Indian Higher Education Consortium, National Indian Education Association and National Indian School Board Association, and a broad range of Indian educators. Participation in this ad hoc endeavor was unrestricted, and it received a nationally representative range of input.

The need for these conferences had become apparent through the seeming growing demand for vocational training programs, and the inability of Tribes and tribal Institutions to access adequate resources with which to meet this demand. UTTC, CIT and many of the nation's twenty-one tribal colleges have waiting lists of applicants seeking vocational training. Tribal planners and economists seemed to be looking more to tribal vocational education programs to fit their economic development plans and fill their labor projections. A growing awareness among the Tribes of the significant role of vocational education in building self-sufficient economic infrastructures, and the simultaneous ongoing problem of high unemployment on reservations further evidenced the need for such forums for strategic discussion.

Further, it was known that on and near some reservations, employment opportunities existed, but tribal citizens lacked the specialized skills necessary to secure these jobs, while the tribal population and welfare rolls were also growing. It was not known to what extent this problem existed nationally for the Tribes. The objective of these conferences was to determine the extent of these problems, and to identify methods whereby tribal vocational education opportunities could be maximized for the Indian population. As the conferences progressed, and participation in them increased, it became apparent that the needs for Indian vocational education were far greater than first anticipated, and the ad hoc committee concurred that an in-depth national needs analysis should be undertaken immediately.

With the assistance of some of the tribal colleges and Tribes, the Crownpoint Institute of Technology (CIT), Oglala Lakota College (OLC), Kyle, SD, and United Tribes Technical College (UTTC), conducted the eleven-month national Indian vocational education needs analysis from April of 1988 to March of 1989.

THE NEEDS ANALYSIS

The findings of the national Indian vocational education needs analysis represent 28% of the nation's federally-recognized Indian Tribes in the contiguous United States, but approximately 45% (459,295 tribal members) of the total Federally-recognized Indian population. The range of the sample represented the nation's largest Tribes, with populations from between 10,000 and 185,000, to the nation's smallest Tribes. 5,000 members is the average population of the participating Tribes.

Due to the huge size of the survey undertaking, the CIT conducted the needs analysis for the Southern portion of the United States, and UTTC/OLC conducted the Northern portion, hereafter referenced as the Northern and Southern tiers. (A map of the breakdown is attached as addendum).

280 Tribes were asked to participate in the needs assessment. Many of these Tribes expressed an interest in participating, but indicated that overall personnel and resource shortages precluded their participation. 79 Tribes did participate in providing the information necessary for the assessment. These 79 Tribes are representative of the nation's Tribes, and in fact many of the findings of this current, in-depth survey reinforce the findings of some earlier national studies, and render them still valid.

Some dated national statistics that are relevant to vocational education were validated in our 1988-89 findings: 1) unemployment on reservations nationally remains much higher than the national average, 2) educational attainment for Indians remains far below the national average, 3) the majority of Indian students do not succeed in non-Indian educational institutions, 4) the vast majority of reservation economies are not self-sustaining, 5) tribal members suffer an incidence much higher than the national average of social problems that correlate to the inadequacy of educational and employment opportunity, 6) the Indian population is younger than the national dominant society population. Specific details of the current findings follow.

POPULATION

The nation's Indian population is young. Of the 459,295 population of the Tribes surveyed, 163,106 tribal members, or 35% of this population, are under age 16. Of the surveyed Tribes, an additional 157,683 tribal members, or 34% of this population, are between ages 16 and 35. Nearly 80% of the Indian population is under age 36.

UNEMPLOYMENT

The unemployment rate ranged from 7% to 90%. Average unemployment rate for the Northern tier is 52%, and 45% for the Southern tier. The range was slightly higher for the Northern tier of the surveyed Tribes, which can possibly be tied to the seasonal nature of some employment opportunities (e.g., construction and tourism), and the extreme and long winter conditions of some of the northern reservations. However, reservation employment levels are only slightly better in the Southern tier. There is a direct correlation between Tribes having ongoing vocational education offerings and a low unemployment rate.

The isolation factor of some reservations also contributes to the unemployment picture. Where vocational education has been available on some isolated reservations, it has produced both 1) Indian-owned small businesspeople (e.g., carpenters, plumbers, auto mechanics, appliance repairs), as well as 2) cooperative enterprises employing and benefitting many tribal individuals (e.g., fish hatcheries and range management). Specific details of these successful endeavors are contained later in this report.

EDUCATION

In view of an increasing young population, the Indian high school drop-out rate is exceedingly high. On reservation, it is 48% in the Northern tier States, and 35% in the Southern. Off-reservation the known drop-out rates are 28% and 20% respectively. This latter statistic must be tempered with the fact that the Tribes have only a partial picture of the social conditions affecting their tribal members living off-reservation. The optimistic combined drop-out averages are 38% and 28% respectively.

The average educational attainment for Indians is grade 10. Of the 459,295 Indians represented in the survey, 5,881, or one per cent, currently completed off-reservation, postsecondary educational institutions. Of these, 1) 491 completed two year institutions, 2) 1,818 completed baccaluareates, 3) 183 completed advanced degrees, 4) 348 completed vocational schools, and 5) 453 completed certificate courses.

Two factors identified as contributing to the low high school completion rate include a 1) perceived lack of curriculum relevency by the students and 2) cultural differences in non-Indian dominated classrooms. Factors contributing to the low achievement rate at the postsecondary level relate primarily to the 1) cultural differences experienced in transition from reservation to non-Indian, urban environments, and the 2) contrived expectations imposed upon Indian students as to what constitutes successful behavior, which are frequently at odds with traditional Indian values. Aggressive behavior, individual competitiveness, superfluous material acquisition, verbocity and arbitrary timeframe performances not only have little relevence in Indian culture, but are also considered rude and unacceptable behaviors in many of the more traditional Tribes.

This low off-reservation educational achievement level is in stark contrast to the high completion rate for tribally-sanctioned institutions. The United Tribes Technical College (UTTC) and the Crownpoint Institute of Technology (CIT), the two tribally-controlled vocational education institutions, have been in existence for twenty and ten years respectively. UTTC's ten-year average job placement rate is 80%. CIT's average retention rates and job placement rates have increased every year, with this year 1989 rates at 90% retention and 80% job placement. Indian student placement and retention rates for the nation's 21 tribal colleges likewise averages far higher than their non-Indian institutional counterparts.

Factors contributing to the overwhelming success of tribal vocational technical educational institutions all flow from activating the philosophy of locally defining educational needs and local control of the Institutions. These two institutions operate rigorous self-imposed standards and are both fully accredited by the North Central Association of Colleges and Schools. Specifics of the success elements of these institutions are contained later in this report.

The conclusion to be drawn from the surveys' educational data is not that Indian students have a low postsecondary vocational educational achievement level. Rather, the conclusion is that Indian students do not succeed in non-responsive educational environments. They have an exceedingly high completion rate in tribal institutions.

VOCATIONAL EDUCATION NEED

97% of the Tribes participating in the survey express a need for vocational education opportunities for their tribal members. 99% of the Northern tier respondants and 77% of the Southern tier respondants indicated that their Tribes operate under comprehensive economic development plans. 79% of the Northern tier and 67% of the Southern tier indicated that vocational technical education is within their overall economic development plan.

The primary source of vocational education dollars (approximately $838 Million) flows from the Federal Government directly to the States based on their populations which count includes the State's Indian population. 56% of the Tribes surveyed did not have knowledge of the contents of their State's Plans nor how their States proposed to serve the counted Indian population. 86% of the Tribes surveyed indicated that they receive no vocational education services at all from the States. 100% of the Indian population represented in our survey is also included in the States count for purposes of their vocational education allocations.

The survey analyses finds that Tribes not benefiting from the States vocational education plan have minimal alternative funding sources for vocational education. The national authorization for Indian and Hawaiian Native Programs appropriates approximately $10 Million annually for all Tribes nationally to compete for. Of the respondants in this survey, 2% and 12% indicated that they are funded under this Carl D. Perkins Indian program which serves less than 2% of the population in the survey between ages 16 and 35.

An assessment of all other known potential sources of funding (Title IV, JTPA, Adult Education, BIA Employment Assistance AVT) evidences a range of Tribes funded between 2% and 30%. Nearly all those funded receive only partial amounts to meet the vocational education need.

Reasons given for this low percentage of funded programs include 1) lack of administering infrastructure, 2) lack of internal expertise and technical assistance in preparation of the funding applications, 3) lack of adequate information about the programs, 4) lack of facilities, 5) lack of training equipment and 6) the extreme competitions for very limited available awards.

VOCATIONAL EDUCATION IMPACT ON SOCIAL PROBLEMS

65% of the Tribes indicated that vocational/technical education training and services have positive impact on social problems such as alcohol and drug abuse. Of those Tribes not having vocational offerings, 75% believed that vocational offerings would have a preventive effect on drug and alcohol abuse. Case study examples indicated that 1) relevent education enhances the individuals life-coping skills and ability to make informed life-style choices, 2) the ability to gain meaningful employment and compete equally in employment opportunity vastly increases self-esteem and feelings of self-worth, lessening the changes of self-destructive behaviors and attempts to escape reality.

Life-coping and life-management skills training frequently accompany vocational training and enhance individual abilities to 1) find and keep employment over time, 2) learn employment rights and responsibilities which contributes to employee satisfaction, and 3) generally improve their consumer skills.

THE FLAGSHIP INDIAN VOCATIONAL EDUCATION INSTITUTIONS

As referenced earlier in this report, there are only two tribally-controlled, postsecondary vocational/technical educational institutions in the nation. These are the CROWNPOINT INSTITUTE OF TECHNOLOGY (CIT), located in Crownpoint, New Mexico and UNITED TRIBES TECHNICAL COLLEGE (UTTC), located in Bismarck, North Dakota. UTTC is sanctioned by the five Tribes of North Dakota and serves students from up to 39 Tribes a year. CIT is sanctioned by only one Tribe, the Navajo Nation. However, this Tribe, by far the largest in the United States, has a population of over 185,000 - nearly one-fourth the entire national Indian population. Consequently, CIT primarily serves Navajo, but does occassionally enroll Indians from as far away as Nebraska, and has retrained displaced non-Indian workers as space permits. Both Institutions are open to all Tribes. Both are fully-accredited by the North Central Association of Colleges and Schools, and offer rigorous and unique programs which evidence long-established records of outstanding successes.

Both of these institutions have something further uniquely in common. They are the only Indian educational institutions in the nation which are not benefited by a stable base of operational funding through a federal statutory authorization.

The reasons for this dilemma stem partly from benign neglect on the part of the Federal Government, and partly from the lack of Indian focus on vocational education for the two decades preceeding recent years.

Despite the past funding hardships suffered by these Institutions, UTTC has served over 6,000 Indians in the nation since it inception in 1969, and CIT has graduated over 1,000 skilled workers since its first commencement in 1980. These graduates have become productive contributors to their States economies, are tax payers and have improved the quality of life for themselves and their dependent families for the rest of their lives.

The continued instability of base operational funding for these Institutions has placed their futures in jeopardy. Neither can rely on Tribal funding for base operations because these Tribes cannot even meet their own more immediately urgent needs. Further, the sanctioning Tribes reason that the Federal Government has a statutory mandate from the Congress to provide education for Indians through Indian-controlled Institutions. This Congressional mandate is met for all other Indian educational institutions from kindergarten through college; only these two vocational education institutions remain overlooked.

Nor is it feasible to look to any known existing other sources for the stability that base operational funding would enable. While these institutions are technically eligible to participate in State funding, experience has proven that this will never be a primary source. Both CIT and UTTC have tried repeatedly to participate in the State systems practically since their inceptions. State monies for which they are eligible are highly competitive, and Indian vocational education repeatedly does not surface as a priority. The level of State funding, when awarded, has proven highly unpredictable, ranging from $18,000 to $30,000 on an annual basis, with some years experiencing the submission of as many as six worthly applications and receiving no funding at all. Even minimum funding such as this is well-received and when received. State federal pass-through funding enables valuable additions such as counseling and support services to students at CIT, and skills building in math, English and science and partial funding to the electrician program at UTTC. But by no means can this source be relied upon as base funding.

Because of the unique Tribal legal status of the Institutions, and of the land upon which they are situated, they are not eligible for State mil levies and are precluded from base operational monies afforded their counterparts funded by the States. State appropriated dollars, as a rule, are not available to tribally based institutions.

VOCATIONAL EDUCATION CURRENT SUCCESSFUL PROGRAMS (SOME EXAMPLES)

Indian vocational education programs are closely linked, by regulations to tribal economic development efforts. Many projects have enabled Tribes and individuals to develop successful enterprises. The Nisqually Tribe (Tacoma, WA), the Tulalip Tribe (Marysville, WA), and the Lac de Flambeau Tribe (Lac da Flambeau, WI) have developed flourishing tribal fisheries projects using Indian vocational education.

Elsewhere, Indian vocational education programs have enabled eight Northern Pueblos (Santa Fe to Taos, NM) to establish a new arts development center and program, passing on traditional skills in pottery, and silver smithing, and creating over 100 successful entrepreneurs annually in remote areas with few traditional job opportunities.

The Miccosukee Tribe (Tamiami, FL), has combined the resources of Indian Vocational Education, JTPA, and the National Homebuilders Home Institute (Washington, DC) to establish a model building maintenance program. The program has resulted in greatly expanded job opportunities and has greatly reduced the drug/alcohol arrest rates.

Other Tribes have used Indian vocational education programs to successfully utilize existing natural resources. The Bad River Band of Lake Superior Chippewas (Odanah, WI), for example, has established a successful log building program and lumber mill.

The Alamo Navajo Chapter (Magdalina, NM) has used the Indian vocational education program to reestablish traditional farming and range management activities, and reclaim overgrazed land using new technologies. As a result of the success of the vocational education program, the alamo Chapter has purchased a $2 million adjoining ranch and established a self-sustaining tribal range management program.

Virtually all Indian vocational education programs combine Carl Perkins funding with Indian JTPA, Title IV, Adult Education, BIA, (postsecondary and AVT) state and tribal resources to provide cost effective comprehensive programs.

Two Michigan Tribes have developed exemplary programs to reduce unemployment and meet local labor market shortages. The Grand Traverse Band (Traverse City, MI) has conducted successful bank teller/office occupation programs in support of tribal and regional economic development. Over 100 unemployed single parents have become employed taxpayers through this program. The Sault Ste. Marie Tribe (Sault Ste. Marie, MI) has trained and placed over 75 women and men in allied health occupations. Many have continued their educations at Lake Superior State College and are working in nursing and technical occupations.

Indian vocational education has been the critical factor in the development and accreditation of several Montana tribal colleges including institutions on the Salish-Kootenai (Pablo) and Stone Child (Rocky Boy).

Two New York Tribes have also established growing tribal enterprises using Indian vocational education projects. The St. Regis Mohawk Tribe (Hogansburg) has established Akwasasne Mohawk Woodworking, Inc., which manufactures furniture and wood products for customers through the Northeast. The Seneca Tribe (Irving) has established an expanding tribal farm using vocational education graduates as managers, supervisors and workers.

Turtle Mountain College (Belcourt, ND) has demonstrated that a multi-occupational Indian program can train and place youth and adults in a wide range of careers with both tribal and non-Indian employers. In South Dakota, Oglala Lakota College, Sisseton-Wahpeton College, and Sinte Gleska College have all developed highly successful vocational programs with high placement rates in very remote areas using Carl Perkins Indian funding and other resources.

TESTIMONY

OF

CROWNPOINT INSTITUTE OF TECHNOLOGY

ON

REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT

BEFORE THE

SENATE SELECT COMMITTEE ON INDIAN AFFAIRS

PRESENTED BY

MR. JAMES TUTT, PRESIDENT

CROWNPOINT INSTITUTE OF TECHNOLOGY

SEPTEMBER 15, 1989

CROWNPOINT INSTITUTE OF TECHNOLOGY
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My name is James M. Tutt, and I am President of the Crownpoint Institute of Technology in Crownpoint, New Mexico. Thank you Mr. Chairman for this opportunity to testify before you on S. 496, amendments to the Carl D. Perkins Reauthorization of 1989.

The Crownpoint Institute of Technology is chartered by the Navajo Nation, fully accredited by North Central Association of Colleges and Schools, and fully licensed by the State of New Mexico as a vocational technical institution. Since completing our first program year in 1980, CIT to date has sent 1,270 job-skilled graduates into the nation's workforce. Our certificate programs include 1) Managerial Accounting, 2) Secretarial Science, 3) Culinary Arts, 4) Building Maintenance, 5) Construction/ Maintenance Electrician, 6) Surveying, 7) Heavy Equipment Mechanics, 8) Range/Livestock Management and 9) Carpentry. These programs change from time to time based on employment/economic forecasts in order to ensure highest possible job placement. Our programs have been constantly improved over the last decade, a statement attested to by placement and retention rates which increase each year. Our current retention rate is 90%: job placement is 88% these rates are much higher than average for all vocational technical schools. CIT programs are uniquely tailored to meet the special needs of our Indian students. Since 95% of our students speak English as a second language (Navajo is the everyday spoken language of our region), special support is offered to ensure that instruction is sensitive to this need. CIT also offers support programs in math and English, to complement the vocational instruction. The program year is nine months, and the class week is 40 hours, therefore assuring maximum contact/training hours. CIT is campus-based with a dormitory capacity of 110, and can accommodate up to 100 additional commuting students, although the number of commuters is usually much lower than capacity due to the shortage of available housing in the commuting area.

We fully endorse S. 496. Vocational education opportunities at the postsecondary level enable Indian people to be trained for meaningful, maximum-wage skilled jobs in a minimal amount of training time. Although a significant amount of federal aid flows directly to the States for such purposes, unfortunately, the State does not have an adequate vehicle wherein Indian people in tribal institutions can participate even minimally in the federal vocational funding which it administers, even though Indian citizens are counted for purposes of the State's allocation. This has been an ongoing problem since the inception of the Act. The 1978 reauthorization, which established an Indian set-aside was misinterpreted by the States to relieve them totally of funding tribally-controlled Institutions. Unfortunately, the Indian set-aside did not bring stability to those institutions. During the 1984 reauthorization of the Act, CIT sought intervention from the Congress to rectify this funding inequity. In that reauthorization of the national Act, Congress offered a clarifying amendment that advised the States that the Indian set aside did not preclude their funding Indian citizens. In the five years that have since elapsed, CIT has not been successful in achieving even minimum base operational funding from the State and we observe no progress on the part of the State toward providing equitable funding for the State's tribal educational institutions. We therefore conclude that S. 496 is the only vehicle through which tribally controlled vocational/technical institutions can achieve funding stability and urge its enactment.

By definition, 100% of the population CIT serves is the disadvantaged who are prioritized in the current legislation. Virtually all of our students are unemployed and have no marketable job skills when they apply to CIT. These individuals would assuredly be destined for the welfare rolls for their foreseeable future if they were not offered the job training opportunities that CIT provides. Each year approximately 39% of our student population have dependent families, and can be looked to as their only support. Just under 50% of our students are female, also prioritized in the current legislation. 32% of the females this past year were single heads of household, again being the only means of support for their dependents. For the majority of the years of its existance, CIT has applied to the State, writing sometimes as many as six applications per year, and each year has received an average of $18,000 in total assistance. Making matters worse is the fact that not even this can be assured. During some years, CIT received no support at all, while one year it was as high as $50,000. It has been firmly established that CIT can never receive stability from the State unless statutory assurances are written clearly and reauthorization is particularly crucial in that it will not happen for another five years, and it is highly doubtful that CIT can weather the next half decade without base operational stability.

CIT is one of only two such tribal vocational technical postsecondary institutions in the nation. Although the Synder Act (25 USC 13) of 1921 ostensibly offers adequate statutory authority for all educational funding for Indians, there are those that fall through the cracks notwithstanding and CIT is one of these.

Ten years ago the Tribal Colleges encountered an analogous problem, and Congress enacted P.L. 95-471, "The Tribally Controlled Community Colleges Assistance Act". Today, the tribal postsecondary vocational/technical schools are in need of similar legislative relief. We must have look to the federal government to ensure that educational opportunity is brought to our people. It has become clear to us that this will not happen through the States.

This Committee is certainly cognizant that the trust status of our land, and lack of a tax base maximizes reliance on federal funding. States Educational BUDGETS average up to 9% federal, for tribal institutions, there are no other options than the federal government. P.L. 100-297 declares a Congressional policy that "a major national goal of the United States is to provide resources, processes and structures which will enable tribes and local communities to effect the quality and quantity of educational services and opportunities which will permit Indian children to compete and excel in the life areas of their choice, and to achieve the measure of self-determination essential to their social and economic well-being" (Section 2503)

Vocational/technical education is indeed a fulfillment of this Congressional policy.

Statistics evidence & underline an overwhelming unmet need for vocational technical education: Approximately 20% of our people will enter formal education beyond high school. Only 3% will complete a four year baccalaureate, nearly always qualifying them for "white collar" employment. 87% of this nation's jobs do not require a college degree, and are not filled by 4 year college educations.

Not only are many of our children not completing 4 year college educations, an even more dramatic number are not completing high school. In our region, the high school drop out rate amount Indians is 28%. 41,000 Navajo students are aged 10-19, approximately one third of the tribal population.

Those students who do complete high school, but do not chose a four-year formal educational commitment, most often do so out of a need to secure more immediate employment. Yet they most often find that they can qualify for only minimum wage, a wage that is not sufficient to support dependants nor to warrant traveling off-reservation to the high cost urban areas where most jobs exist. Given these severely limited choices, most will rather opt to remain on reservation on general assistance.

Vocational/technical education is a proven pragmatic answer for much of this picture. And CIT has a proven ten-year track-record of addressing these problems. Students experiencing our one-year, intensive training programs graduate into entry-level positions that pay an annual wage of $8,500 (culinary arts) to $20,000 (construction trades).

As funding permits, CIT addresses the high school completion problem with a drop out intervention program that has served seven junior high & high schools, helping Indian students to see the relevance of education with a counseling focus on vocational training for the high risk student.

CIT also provide a program whereby entering students without a high school diploma can simultaneously earn their high school equivalence and a vocational skill certificate.

It is important to clarify definition and perceptions of vocational education today, as distinguished from those of a generation ago, in order to most accurately place it in perspective. Vocational education has evolved over the last decade, away from the attitude, this it is a form of education less desirable than a 4 year baccalaureate. Today, vocational education is a pragmatic alternative frequently in high-tech areas - such as cadastral surveying & computer technology - that is short duration and therefore very cost effective. IT is offered in fields that have the highest probability of immediate employment in high wages.

It in no way negates the importance of a 4 year college education; nor competes with those programs. But it is an important alternative whose value is growing & pertinent.

Economic development endeavors are amount the highest priorities of Tribes today. Vocational education is at the heart of reservation based industries whether it is tribally controlled, private industry or individual enterprise.

The Navajo Nation reservation based population of over 165,000 has an unemployment rate of 38 %. The Crownpoint Institute of Technology is a proven method of reducing unemployment and redirecting federal dollars away from general assistance.

In one graduating class of 130 which CIT surveyed two years ago, the known placement rate was 73%. Securing employment in entry-level positions, paying aggregately $1.2 Million one year year along, of which $460,312 was expected to be paid to the tax base by them - again in one year alone.

Conversely, if these same students remained unemployed, which was the highly probable alternative had they not had benefit of CIT training, the cost to the federal government would have been at least $10,944 per individual head of household, a figure which does not calculate in the cost of subsidized housing & subsidized medical costs because those costs, are not available on a per unit or individual basis. 73% of those same 130 individuals on welfare would cost the Federal Government at least $1.4 Million for one year alone.

In conclusion on this point, CIT is not only a wise investment of minimum federal dollars for maximum return, but also a redirection of federal dollars already being spent to maintain the high cost of unemployment.

It is our belief that this nation's economy could certainly benefit from a larger investment in vocational technical education, not only for Indian people but for all the nation's citizens. At minimum it is critical to maintain & stabilize it's already existing Tribal Voc-Tech postsecondary institutions. We urge the Congress to adopt the specific language that will ensure this provision. IT is imperative that Indian people be guaranteed vocational educational opportunity under this reauthorization of the Carl D. Perkins National Act.

It is equally important that an adequate funding level be ensured. Indian people must have access to state of the art training equipment, quality instructors & relevant support systems. It cannot be over emphasized that quality employment skills are a direct result of quality employment training. Just as today's employer would want to hire an auto mechanic trained on model-t cars, we cannot hope for adequate employment for our diesel mechanics if they have not been trained on the most current, diesel motors, which are the actual hands on training tools with far higher costs than text books. An inflationary factor must be assured in the statute to help keep pace with annual increasing costs.

Over the past eighteen months we participated in an ad hoc effort to assess national Indian Vocational needs. An analyses of responses of the 79 Tribes participating has led us to conclude that the unemployment rate on reservations, tribal efforts toward developing health comprehensive economic infrastructures, economic disadvantage and the large populations of Indian youth are in vast negative disproportion to those conditions for non-Indian American. These detailed findings are submitted as addenda for the record. Accordingly, an ensured increase in the reauthorization is warranted. The amounts proposed in S. 496 would enable further participation of tribes and Indian secondary students, whose prior participation has been severely limited and often excluded.

We urge this Committee to adopt S. 496, and to do all in its power to advocate expedient enactment into law.

Thank you for this opportunity to express to you our concerns.

PREPARED STATEMENT OF MIKE DOSS, CHAIRMAN LEGISLATIVE COMMITTEE, NATIONAL INDIAN EDUCATION ASSOCIATION, WASHINGTON, DC

The National Indian Education Association is pleased to have the opportunity to testify today before the Senate Select Committee on Indian Affairs in support of S. 496, legislation concerning vocational education for Indian and Alaska Native people. We understand that S. 496 will be marked up by your Committee and then hopefully incorporated into the larger bill amending the Carl D. Perkins Vocational Education Act, an act which is under the jurisdiction of the Labor and Human Resources Committee.

We will also comment on selected provisions of H.R. 7, the House-passed bill amending the Carl D. Perkins Act. There are a number of items in this bill of direct importance to Indian and Alaska Native people, but which are outside the Indian-specific provisions of S. 496/H.R. 1265. We bring these matters to your attention as you will be working with the Labor and Human Resources Committee on the overall bill and ultimately with and/or as conferees.

Tribal College Testimony. Witnesses for the American Indian Higher Education Consortium, United Tribes Technical College (UTEC) and the Crownpoint Institute of Technology (CIT) are testifying before this Committee on S. 496 and we commend to you their testimony. We are very appreciative of the devoted efforts of these fine institutions on the reauthorization of the Carl D. Perkins Vocational Education Act. We also commend to this Committee the survey conducted by CIT, UTEC and Oglala Lakota College on the status and needs of vocational education in Indian country. Not only did their survey confirm that vocational education for Indian people is chronically underfunded, but it showed the enormous potential of vocational education programs if only there was anything approaching adequate funding. For those tribes which are able to fund and sustain a vocational education program, the employment and economic benefits are substantial. As you know, vocational education funds are tied to tribal economic development plans, and S. 496 and H.R. 7 reinforce the integration of vocational education and tribal economic development plans.

The two Indian vocational education institutions -- UTEC and CIT -- have placement rates for their graduates of 80%. CIT has a completion rate of 90% of its enrollment. Statistics for the tribally controlled colleges are correspondingly impressive. These institutions are all proven successes, but could (and need to) do much more in the area of vocational education if there was a stable source of funding.

Problem with Current Tribal Funding System. As you know, under current law, 1 1/4% of the vocational education funds are allocated for tribal programs. This is a competitive grant program which cannot provide funds for every tribe. Even for those tribes which receive funding, there is no assurance they will have this source of funding in the future. Since 1977, only 85 tribes have received funding from the competitive money allocated under the Carl D. Perkins Act. In FY1988, 52 tribal projects were funded. Tribal applicants must scramble every year for a limited amount of money while states receive direct funding as a matter of right.

We are certain that if only a fraction of the states were receiving funding under the Carl D. Perkins Act that Congress would amend the law to provide equitable treatment. While tribal members certainly qualify under the current and proposed criteria of populations which are to be served by vocational education, they are, nevertheless, grossly underserved in the area of vocational education.

Direct Allocation of Funds. S. 496 proposes that an amount equal to 3% of what is appropriated for states be made available for tribal programs. The 3% of funding is broken down as follows: 1 1/4% for the current competitive grant program, 1/2% percent for matching grants to applicants who are eligible to apply for the 1 1/4% competitive grant program, 3/4% for UTEC, CIT and the Tribal Colleges (with UTEC and CIT receiving the first $3.6 million), 1/4% for Bureau-funded secondary schools and 1/4% for Native Hawaiian programs. An additional $500,000 is authorized for a National Indian Center for Research in Vocational-Technical Training.

NIEA strongly supports the direct allocation of funds for Indian programs as the only way we will be assured of a stable funding base. S. 496 would go a long way toward rectifying the current funding inequity, and we prefer its approach to the one in H.R. 7 which keeps the current 1 1/4% competitive grant allocation and adds new authorities which would be funded only if we could get new Department of Interior appropriations.

We are concerned, however, that the 1/4% allocation for BIA-funded secondary schools would revert to the 1 1/4% pot of competitive grant money if it is not matched by the BIA. As you know, the BIA has never matched the Carl Perkins funds and has never requested funds in any budget submission for this purpose. If the money reverts to the competitive grant fund, the BIA-funded secondary schools will be in the same situation they are in now -- competing with other worthy Indian organizations for an unstable source of money, while the public school next door receives vocational education monies on a regular basis. We propose that the 1/4% of funds be directly allocated to Bureau-funded schools regardless of any BIA match.

H.R. 7 Provisions. We will focus the remainder of our testimony on selected provisions in the House-passed vocational education bill, H.R. 7, which is of direct importance to Indian and Alaska Native people. We want the members of this Committee to be aware of provisions in H.R. 7 which merit your support and/or which need modification as vocational education legislation moves through the Senate and through conference. Our comments on H.R. 7 are as follows:

State Grant Formula. We commend the House of Representatives for taking a serious look at states' distribution of Carl Perkins Act funds and then making corrective actions in H.R. 7. The General Accounting Office study, Vocational Education: Opportunity to Prepare for the Future, showed, via a study in six states, that the vocational education program was often not serving its target population, and that states, by using creative definitions of "economically depressed area" were in many cases funnelling money to wealthier schools districts. The report showed, for instance, that Montgomery County, Maryland, is designated as an economically depressed area whose vocational education students are funded at $114 per capita. Montgomery County, near Washington, D.C., has a high median income and low poverty rate. This is in contrast to Tioga County in rural Pennsylvania which receives $68 per each vocational education student.

NIEA has a broad constituency, including many members who work in public schools with large numbers of Indian students. We believe that the formula proposed in H.R. 7 for the distribution of state funds will better serve public schools with Indian students than does the current distribution system. The proposed formula would require that 80% of the state funds go directly to school districts and post-secondary institutions. Money for the high schools, in turn, would be tied to the number of each district's Chapter 1 students (70%), the number of handicapped students (20%), and the total number of students (10%). For post-secondary institutions, 70% of the money would be tied to the number of Pell and BIA grant recipients, 20% to the number of vocational rehabilitation students, and 10% to the total number of students.

Tech-Prep. Part E, Section III of H.R. 7 proposes a new "Tech-Prep Education Act" designed to link secondary schools to community colleges in offering four-year tech-prep education programs. The programs would be offered in the last two years of high school and two years at college. We believe the Tech-Prep Education Act is a sound idea, and one which has the potential to, among other things, make a significant difference in the high school drop out rate. H.R. 7 makes it clear that tribal colleges are eligible institutions for the Tech-Prep program but it appears to have, inadvertently we believe, left out Bureau-funded secondary schools. The bill says that Local Education Agencies (LEAs) are eligible for the program, but Bureau-funded schools are not defined as LEAs. If left as is, tribal colleges could work in a Tech-Prep partnership with only the *public* schools on their reservations and not with the Bureau-funded schools on their reservations. This makes no sense, and we ask your assistance in correcting this error. We also ask that the Tech-Prep portion of the reauthorization bill be amended to include other Indian post-secondary institutions as eligible for the program, e.g., Crownpoint, Haskell, SIPI.

Improvement of Facilities and Acquisition of Equipment. H.R. 7 authorizes $100 million for grants to LEAs for improving facilities and for purchasing or leasing equipment to be used in vocational education programs. The funds are to be equally divided between rural and urban areas. We request that this section, if there is a Senate equivalent, be corrected to include Bureau-funded secondary schools as eligible.

State Grants to Post-Secondary Institutions. As mentioned earlier, the portion of the state grants going to post-secondary institutions is largely determined by the number of students receiving Pell Grant and BIA assistance. Tribal colleges would, under this formula, be eligible for some state grant monies, and it is our understanding that this is the intent of the House of Representatives. The term "eligible institution" under this section is defined as "any secondary school, area applied technology education school, community college, or institution of higher education *designated by the state* (A) that offers programs qualified for assistance under section 202; and (B) that seeks to receive assistance under this part (emphasis added)." We are unsure whether the phrase "designated by the state" will create problems for tribal institutions wishing to receive funds under the state grant, and bring it to the Committee's attention as a matter which may need more thought.

Tribal Economic Development and Technology Related Education Assistance. H.R. 7 would authorize the Tribal Economic Development and Technology Related Education Assistance Act of 1989, and NIEA is in enthusiastic support of this provision. It would establish institutes for economic development and education within tribal colleges, thus supporting their efforts in addressing the serious needs of their communities for sustained and focused expertise.

A study, prepared in August 1989, for the Northwest Area Foundation, Strategies for Financing Economic and Business Development on Indian Reservations, identifies as obstacles to reservation development the poor quality of available planning services, weak institutional structures to support finance and investment activities, and inadequate sources of technical assistance.

Tribal colleges have already demonstrated their abilities to provide appropriate professional-level training targeted to reservation audiences. Limited financial resources and the high cost of professional expertise in the areas of economics, management, and finance have hindered the colleges from delivering essential services in these disciplines to their communities. Likewise, regional business research and data-gathering, vitally necessary for good planning, have been sporadic and underfunded. The grants available through this section of H.R. 7 could provide resources to permit the colleges to build on their successes in areas critical to the development of tribes as viable participants in regional and national economies.

Data Systems. H.R. 7 proposes that the National Center for Education Statistics coordinate the development and implementation of a national data base on applied technology education. The bill requires that data be collected regarding the participation of Indian people, among other groups, in vocational education programs. We certainly support the collection of this type of data and would want to ensure that the information is collected and analyzed for Indian participation in on- and off-reservation, in tribal, BIA and public school settings. S. 496 calls for the creation of a National Indian Center for Research in Vocational-Technical Training, and should both it and the provision in H.R. 7 requiring the establishment of a national data base be enacted into law, we believe the Indian Center could work with and/or contract for the Indian work necessary for the national data bank.

As a technical matter, Part C, Section 421(b)(2) should be amended to say that data will be provided in Tribal agencies in addition to the current language referencing Federal, State and local agencies. Section 421 would also authorize a two-year Applied Technology Educational Advisory Task Force. We ask that this provision, should there be a Senate equivalent, be changed to provide for a Tribal representative on the Task Force in addition to the current language referencing Federal, State and local representatives.

Blue Ribbon Schools Program. H.R. 7 establishes a Blue Ribbon School Program to recognize exemplary vocational education programs. Part C, section 424(b) says that "schools operated for Indian children by the Department of the Interior are eligible to be selected for this award." (Emphasis added.) It is not clear that language would include tribal contract and grant schools, and it should be changed to clarify their eligibility.

Thank you for your consideration of our comments.

ASSOCIATION OF COMMUNITY TRIBAL SCHOOLS
449 NORTH PLUM STREET - SUITE 100
VERMILLION, SOUTH DAKOTA 57069

TESTIMONY BEFORE SENATE SELECT COMMITTEE ON INDIAN AFFAIRS

Mr. Chairman and Members of the Committee, thank you for the opportunity to address you this morning concerning S. 496, Amendments to the Carl D. Perkins Vocational Education Act. My name is Roger Bordeaux and I am the Executive Director of the Association of Community Tribal Schools, which is a national Indian organization representing over 50% of the students in community/tribal contract and grant elementary and secondary schools.

Mr. Chairman, this committee has always supported change that has improved delivery of federal education services to Indian students. We hope you will continue oversight of the implementation of these changes.

A specific section of the proposed bill, S. 496, will not foster postive change. Under Section (1)(c) there is general authority granted to the Secretary of Education to transfer to the Secretary of the Interior .25% of the 3% set-aside. Please know that we do support the increase of the set-aside to 3%. However to get back to the .25%. We estimate that .25% would generate approximately $2,000,000. Under the proposed bill, the Secretary of the Interior is to match the funds for the benefit of secondary school students attending Bureau of Indian Affairs funded schools. Contract and grant schools are considered Bureau funded schools.

The problem Mr. Chairman, is that based on the experiences of the last 10 years, the Bureau of Indian Affairs most likely will not match the vocational education dollars as provided for.

Since the Bureau does not match these funds, the funds under S. 496 would revert back into the discretionary part of the program to be distributed under the competitive grant program. The secondary students in BIA funded schools would therefore, lose out on vocational education funds they so desperately need. IS THIS DISCRIMINATION???????????????? Students in BIA funded schools are not receiving the same access to services as other American students in public schools. It is unfortunate that just because the schools receive their basic support dollars from federal sources they are discriminated against and do not have access to federal vocationel education dollars and programs.

Those BIA funded schools that have vocational education programs are funding them completely from the Indian School Equalization Formula funds. These basic support dollars are limited. Public schools have access to supplemental federal vocational education dollars. Why shouldn't our schools be treated the same?

The Bureau of Indian Affairs funds 180 schools of which 52 offer secondary programs. 34 of the 52 schools are operated under contract or grant to tribes or tribal organizations. The total secondary population is approximately 12,000 students. A little less than 50% of the 12,000 are in contract or grant schools.

TABLE 1. BIA FUNDED SCHOOLS AND SECONDARY PROGRAMS

		SECONDARY PROGRAMS
BIA OPERATED SCHOOLS	112	18
CONTRACT OR GRANT SCHOOLS	70	34
TOTALS	182	52

South Dakota has 7 contract or grant schools that operate secondary programs. A complete state by state listing follows:

SOUTH DAKOTA	7	NEW MEXICO	5	MINNESOTA	4
MONTANA	3	ARIZONA	3	NORTH DAKOTA	2
WASHINGTON	2	FLORIDA	1	OKLAHOMA	1
KANSAS	1	WYOMING	1	WISCONSIN	1
MICHIGAN	1	IDAHO	1	NEVADA	1

Taking a closer look at South Dakota, the seven (7) schools have over 900 students enrolled. Three (3) of these schools are within 3 of the 10-poorest counties in the United States. This alone should warrant eligibility for vocationel education funding.

TABLE 2. SOUTH DAKOTA CONTRACT/GRANT SCHOOLS

PINE RIDGE RESERVATION

Little Wound School*
Crazy Horse School*

ROSEBUD RESERVATION

St. Francis Indian School

CHEYENNE RIVER RESERVATION

Takini school*

SISSETON WAHPETON RESERVATION

Tiospa Zina Tribal School*

CROW CREEK RESERVATION

Crow Creek Reservation School*

YANKTON SIOUX RESERVATION

Marty Indian School*

*ASSOCIATION OF COMMUNITY TRIBAL SCHOOLS MEMBERS

THE BOTTOM LINE IS CONTRACT/GRANT SCHOOL SECONDARY STUDENTS ARE DISCRIMINATED AGAINST BECAUSE THEY DO NOT HAVE EQUAL ACCESS TO SUPPLEMENTAL FEDERAL VOCATIONAL EDUCATION FUNDS.

Mr. Chairman, we would proposed the following changes to S.496.

CHANGES NECESSARY:

CHANGE # 1

Page 7, line 4 change to:

"(3) RESERVATIONS -- If the Secretary of Interior is unable to fulfill the requirements of paragraph (2), the Secretary of Education shall use such funds reserved under section 101(a)(1)(B)(iv) for the exclusive use by contract and grant schools, as defined in Title V of P.L. 100-297, for purposes of carrying out vocational training, technical training, adult vocational training, career awareness programs, and any related programs, services, or activities authorized under Title I Part (A) of the Carl D. Perkins Vocational Education Act and that contract and grant schools shall be considered as LOCAL EDUCATION AGENCIES, as defined in Section 521(19) of the Carl D. Perkins Vocational Education Act, for purposes of operating authorized activities under this Act."

THIS CHANGE WILL ALLOW SECONDARY CONTRACT AND GRANT SCHOOL STUDENTS EQUAL ACCESS TO FEDERAL VOCATIONAL EDUCATION FUNDS ON AT LEAST THE SAME BASIS AS OTHER ELIGIBLE STUDENTS IN PUBLIC SCHOOLS.

EVEN IF THE SENATE RESCINDS, AND AGREES TO THE HOUSE VERSION OF THE INDIAN PROVISIONS, THE SENATE SHOULD INSIST THAT THE ABOVE LANGUAGE BE INSERTED INTO THE COMPROMISED BILL. IF THIS LANGUAGE IS NOT PLACED IN THE AMENDMENTS TO THE CARL D. PERKINS VOCATIONAL EDUCATION ACT, THE CONGRESS WILL CONTINUE TO ALLOW DISCRIMINATION AGAINST CONTRACT/GRANT SECONDARY STUDENTS. THESE SECONDARY STUDENTS WILL NOT HAVE EQUAL ACCESS TO FEDERAL VOCATIONAL PROGRAMS.

In closing Mr. Chairman, allow us once again to express our thanks for allowing us to testify before you this morning. Please feel free to request any data or other information which you or your staff feel would be helpful to you as you deliberate over S. 496.

TESTIMONY OF
NELSON THOMPSON, PRESIDENT
ASSOCIATION OF NAVAJO COMMUNITY CONTROLLED SCHOOL BOARDS
ON S. 496
INDIAN VOCATIONAL EDUCATION
BEFORE THE
SENATE SELECT COMMITTEE ON INDIAN AFFAIRS

September 15, 1989

Mr. Chairman and distinguished members of the Committee:

My name is Nelson Thompson. I am President of the Association of Navajo Community Controlled School Boards which represents the BIA-funded schools on our Reservation that are operated by tribal school boards under P.L. 93-638 contracts or P.L. 100-297 Tribally Controlled School Grants.

We commend this Committee for calling this hearing to specifically address the vocational education needs of Indian people. It is ANCCSB's pleasure to assist in that effort as this Committee seeks to amend the Indian provisions of the Carl D. Perkins Act to better address those needs.

By way of background, I would like to bring to your attention certain demographic information about the Navajo Reservation population. The Navajo Nation is our country's largest tribe, with a population reaching over 200,000 members and growing at a rate of three percent per year. This is three times faster than the national average. Our people are young. The median age on the Reservation is 18.

According to the 1980 Census, our per capita income is approximately $2,400 per year. The unemployment rate on our Reservation is rarely lower than 40% and often rises to 48%. Our unskilled labor force is large.

Mr. Chairman, enhanced vocational education opportunities for our young people is vital. While we have one vocational education facility on the Reservation -- Crownpoint Institute of Technology -- it must constantly wage an uphill battle for adequate funding for its programs and facilities. And with a reservation of our size, this single facility is not able to serve all young people in need of vocational skills development.

BIA Matching Grant Requirements

We believe it is important to enhance the ability of our secondary schools to provide vocational education and training. Most funding for vocational education in secondary schools currently comes from the 1 1/4% of appropriated funds to be used for grants to tribes and tribal organizations. As you know, current law requires the BIA to match this amount, but it has never done so. Indeed, the BIA has failed to even request funding to comply with this provision of the law. One study estimates that between 1978 - 1987, some $70 million should have been provided by BIA for these grants, but was not.

There is no present indication that BIA will act to correct this failure. Therefore, Mr. Chairman, we suggest an amendment to the S. 496 provision that would make 1/4% of vocational education appropriations available to BIA for distribution to BIA-funded secondary schools. This funding is to be provided to BIA for this purpose only if the BIA contributes a like amount to the pot, and thereby doubles the available funds. If the BIA fails to match the funds, the bill provides that funds in the 1/4% pot will be added to the competitive Indian grant program supported by the 1 1/4% set-aside.

Rather than put these funds into the competitive grants where only a few programs will benefit, we would suggest that if the BIA fails to meet the match requirement, the 1/4% funds should be distributed directly to the schools, with each receiving an amount determined by their secondary school student count.

H.R. 7 Provision to Provide Additional ISEF Weight

ANCCSB supports the H.R. 7 provision which would add an additional weight to the Indian School Equalization Formula for secondary students enrolled in BIA-funded schools. Funding of this additional weight would provide a regular and direct flow of funding for vocational education at secondary schools which these schools need to develop and operate on-going vocational education programs.

We would ask, however, that the Committee increase the additional weighting from .25 to 1.0 per Weighted Student Unit so that schools will have a reasonably workable amount with which to design their vocational programs.

Since this provision of the House bill would become effective only if additional appropriations for that purpose are provided, we hope that this Committee will work with Indian people to advocate the needed additional funding.

Vocational Education Facilities

Mr. Chairman, another pressing need in Indian country is funding for improvement of secondary school facilities in order to properly operate vocational education programs.

We would ask the Committee to add a provision to its bill to authorize appropriations for improvement and upgrading of BIA-owned secondary school facilities in order to accommodate the needs of these vocational programs.

In conclusion, Mr. Chairman, we thank this Committee for its attention to the vocational education and training needs of Indian country. We agree that vocational education and economic development have a direct relationship on Indian reservations. We accept the responsibility to play an important role in building an effective workforce for economic development on our Reservation. Education is the foundation on which economic development must be built.

Thank you giving us the opportunity to testify.

INDIAN VOCATIONAL EDUCATION ISSUES

S. 496/H.R. 1265 and H.R. 7

TESTIMONY OF THE NAVAJO NATION

BEFORE THE

SENATE SELECT COMMITTEE ON INDIAN AFFAIRS

WASHINGTON, D.C.

SEPTEMBER 15, 1989

Mr. Chairman and Honorable Committee Members, I am Daniel Tso, the Chairman of the Education Committee of the Navajo Tribal Council. On behalf of the Navajo Nation, I would like to thank you for the opportunity to present this brief statement of testimony on the issues of vocational education services for our young people.

I would like to submit that the Education Committee of the Navajo Nation is supportive of S. 496 amending the Carl D. Perkins Vocational Education Act with recommendations herein and encourages the establishment of a National Indian Center for Research in Vocational Technical Training.

The Navajo Nation has a Native American population of over 160,000 individuals with a 3% growth rate annually. The per capita income is estimated at $2,400 with over one-third of the work force unable to secure employment. There are over 60,000 young Navajos enrolled in the various school systems throughout the Reservation with an estimated 3,000 who annually graduate from high school. The job market is grossly limited as a cash economy. In 1980, a report by the Navajo Tribal Division of Economic Development on the economic sectors within the Navajo Nation reflected the employment of approximately 40,000 individuals of whom one-third were non-Navajos. This high rate of non-Navajo employment is a result of insufficient numbers of skilled Navajos available in the labor market. As new job opportunities are created, the ratio of hiring remains consistent. This is an indication that our economic development is impacted by the lack of skilled Navajo labor. The Bureau of Indian Affairs Indian Population and Labor Force Report reflects that approximately 85,000 Navajos are available within the labor force. The unemployment of these individuals ranges around 70%. This percentage is a constant element as our young people become of age to enter the labor force. This situation can be rectified through provision of vocational education services to members of the labor force. The resulting level of high unemployment has directly impacted the quality of life for many of our residents. There exists an extreme urgency to give financial support to institutions, such as the Crownpoint Institute of Technology, who struggle to exist and who successfully provide services helping many Navajos train for job opportunities within and outside of the Navajo Nation. The confidence that arises from an individual's learning a skill and becoming employable would have a direct impact on the quality of life for our population.

As you know, state governments have long participated in the distribution of vocational training monies to their respective secondary school programs. On Indian reservations, the secondary school programs under the Bureau of Indian Affairs or under Contract School operation do not benefit from such State allocations. It would be our recommendation to better serve present and future Navajos that the three (3) Bureau of Indian's high schools serving approximately 1,000 students and the six (6) contract schools serving 2,400 students with programs receive adequate allocation of funds to provide assistance to their curriculum in Vocational Education and to begin developing our young Navajos towards employability and the job security of a lifetime.

The future of economic development lies in a well-disciplined and trained labor force which has received job orientation towards career interests. In the past, there has been a national emphasis on the preparation of young Indian people to assume highly professional careers for many years. For many young students who return with academic credentials to a Reservation work environment there is in actuality limited job opportunities for professional level employees in comparison to the abundance of semi-skilled job opportunities.

These are problems that must be faced by Congress and the Navajo Nation as any idle work force is not a constructive body. It is even more important that high school graduates be offered an opportunity to learn a skill, whether these are careers in "white or blue collar" employment. This choice does not exist at this time and is creating a burden on the unemployment statistics. I urge this Committee to take immediate action to address the stability of the Crownpoint Institute of Technology through adequate operational funding and to provide our young high school students with vocational programs that will instill future careers for them.

Lastly, the Education Committee of the Navajo Nation would like to propose that consideration be given to the Navajo Nation to serve as a state governmental body in the distribution of vocational education funding for vocational programs. This linkage in support would allow for a direct tie-in between the Job Training Partnership Act (JTPA) service providers and the Economic Development efforts of the Navajo Nation. Separately, each link in the area of services cannot be as strong as a unified effort exerted by all parties.

The task that is before this Committee is indeed challenging and its members are to be commended for the undertaking. The future of the Indian labor market rests within your grasp and the Navajo Nation would like to assist you in reducing unemployment within our Reservation and to help strengthen the future of our young people.